

INTEGRAL SUSTAINABILITY IN THE INTERVENTIONS OF HISTORICAL CENTERS: UTOPIA OR REALITY?

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ABSTRACT

The social and urban transformations, the new functional and physical demands caused by population growth, the expansion of cities produced by the industrial revolution and the destruction of Europe during the First and Second World War, have built a series of interventions in Historical centers (here in after HC) of cities. These interventions have had a boom in the late XX century, in the 70's and 80's, and have spread (with different modalities of intervention) to the present, generating some changes that have deepened even more problematic exist in the cities, and other interventions that on the contrary, have looked for alternatives trying to contribute to the sustainable urban development of the HC.

This article emerges as part of research in development focused on urban interventions aimed at the recovery of historical centers. It is based on the identification of proposals for intervention and management carried out in Latin America, Italy and Spain from the 1970s to the present, framed in Urban Plans. They have been systematized through the elaboration of Datasheets that have addressed a series of variables that have allowed us to determine the changes manifested in urban projects and their intervention and management strategies, as well as to recognize the possible existence of Utopian cases such as Bolonia, La Habana, and Vitoria Gasteiz, which propose an integral view of the CH, considering aspects related to physical-environmental, socio-cultural, economic and institutional (management) issues. Understanding as utopia (from Greek οὐ - "no" - and τόπος - "place" -) to the concept of "no place" coined by Thomas Moro in 1516 to describe an ideal society, and therefore non-existent, but at the same time better than the known which leads to talk of eutopia (Εὖ - "good" or "good") and τόπος ("place"), as the "good place", that is to say, "a good ideal or non-existent place".

Keywords: Historical centers, Intervention, Management strategies, Utopian cases.

HISTORICAL CENTER: FROM THE ISOLATED MONUMENT TO THE INTEGRAL VIEW

The idea of conservation of the city is first established with John Ruskin (19th century) referring to the city and the urban fabric as an idea of historical monument, as an object of care and strict conservation, but with the notion of "freezing them". Later, Gustavo Giovannoni (20th century) interpreted that the city, neighborhoods and other urban sectors should be preserved, and understood as "living monuments", considering that the city is a container of life, and defending the idea of generating a balance between that to be conserved and what is necessary to renew that the city requires to integrate to the dynamic life, maintaining the social character of the population.

In 1958, the problems of conservation of the HCs, the causes of their degradation and the possible forms of action, were raised in congresses, and investigations began on cases such as Gubbio, Siena and Venice. The Letter of Gubbio, drawn up in 1960, proposed a declaration of principles on the conservation and restoration of HCs, which was in force during the 20th century, directing actions towards all HCs, leaving behind the idea of intervention on the building isolated. It has affirmed the need to consider conservation and restoration actions as a premise for the development of the modern city, and therefore, the importance that they be part of urban planning, through Municipal Regulatory Plans, as one of the essential phases for the planning of interventions.

But the concept of HC arose in the 60s of the twentieth century, previously there was only the notion of preserving isolated representative monuments as mentioned in the Letter from Athens, of 1931. The same raises the need for use and conservation of monuments as a continuity of its existence and maintains that the new buildings must respect the physiognomy of the preserved city, specially in the vicinity of monuments, and preserve "particularly picturesque perspectives". Therefore, a genuine concern for the preservation of the urban complex is first noted in the Letter from Venice, of 1964, which presents a synthesis of the situation of the urban and patrimonial problem at that time, defends the principle of authenticity over the frequent "false historical", and

determines that the notion of historical heritage not only comprises the isolated work but also the urban or rural context in which it is inserted.

In this way, it begins to intervene in the European cities, through the accomplishment of tasks of conservation and rehabilitation in the HC. They were generally defined as the historical areas consolidated during the Middle Ages, which differ in the 19th and 20th centuries from the extension of the city.

This concept begins soon to be addressed in Latin America, during the meeting in which the 1967 Norms of Quito are declared, and it is transferred in particular, to the centers of cities with little dynamics in the time, and that therefore keep its original features. However, in cities where the processes of change were very intense the notion of HC is not easily applicable, since only some architectural components are conserved in addition to the urban tracking (Conti, 2011). However, the Quito meeting raised the idea that space is inseparable from the monument and that every state should protect the urban context. They also recognize that many cities have lost significant patrimonial works in pursuit of urban progress and support the need to reconcile the demands of urban progress with the safeguarding of environmental values in the formulation of management plans.

The UNESCO Convention of 1972 for the Protection of World Cultural and Natural Heritage includes HCs within the category of "Groups or Sets of Buildings", and in this context, during the 1980s, numerous Latin American HC (Olinda, Lima, Quito, Havana, Salvador, Zacatecas, Cartagena) were declared a World Heritage Site, emphasizing the conservation of its architectural components without considering the functions, uses or population.

Until that time, the HC were understood as monumental groups, with conservationist policies that maintained them as museums, as spaces of contemplation for the tourist use. With the passage of time this concept begins to be questioned and the HC begin to be seen as living centers, a result of the society that inhabits it. They are no longer seen only as a collection of monumental buildings, but as containers of the population. The 1977 Letter of Quito states that the protagonists of the centers are their inhabitants and that one of the essential elements of their rehabilitation should be residential use (Carrión, 2009), and in 1978 in that same Ecuadorian city, was determined by UNESCO the definition of the term Historic Center. The objective was to begin the conservation of the old urban structures of Latin American cities deteriorated by natural phenomena, the indifference of local authorities and the ignorance of the civilian population in their eagerness to modernize. This term is therefore widely used in Latin America. On the other hand, in Spain to the old urban districts usually denominate them "old helmets", "urban centers" or "historical cities".

According to Gaja Diaz (1992), a "historic city" must comprise an urban fabric that has been part of the city before the full consolidation of the industrial revolution, and which currently maintains basic morphological characteristics that allow the permanence of Premodern urban modes. However, finding these basic features intact in a historic city is not a simple task. The political, economic and social crises that societies are experiencing are also reflected in the HCs, where decadence and architectural and urban abandonment can become evident. This has led to rethinking, from the heritage aspect, a new concept, according to Foucault's (1986) idea of heterotopia, to understand HC as a heterogeneous space concentrator of places and network of relationships, contemplate the various historical stages of the area with its natural and cultural values and include a wider urban context that considers intangible heritage as well.

In this way, the concept of "Historic Urban Landscapes" is incorporated in the Vienna Memorandum (2005) to refer to these sectors of cities which contain much of the history of societies and retain the traces of the past, but which in turn combine the conservation of historical heritage with new developments. It proposes an integrated approach that unites contemporary architecture, sustainable urban development and landscape integrity based on historical models, construction style and context. On 10 November 2011, UNESCO adopted a series of recommendations on the protection of historic urban landscapes.

In this work, we will continue to mention the historical areas of the cities as "historical centers", because of the very imposed use of the term "historical center" (centro histórico, centro storico, center historique ...). But understanding and contemplating in them all the aspects raised from the integrative view of the current concept of "Historic Urban Landscapes".

In this context, there are many interventions that have been developed in the last decades in these historic areas of cities that concentrate a high urban complexity, and that conceptually will resort to the notion of Urban Project as an instrument of intervention.

THE CHANGES IN APPROACHES IN URBAN PROJECTS AND THE INTERVENTION AND MANAGEMENT STRATEGIES THAT ENTAIL

Gaja Diaz (2001) argues that in the 19th century urban planning interventions started in the HC, with the aim of adapting them formally and functionally to new social demands. These are implemented through Urban Projects with "classic or historical" strategies developed before the 1970s, and "contemporary" strategies implemented by the State from the mid-1970s to the present. Focusing on the latter, two lines or tendencies arise: "conservationists" or "interventionists", who share the same objective, but differ in method. "Conservationists" are those interventions aimed at preserving or maintaining the pre-industrial fabrics, and which maintain a common hypothesis: that pre-industrial fabrics meet conditions sufficient and adequate to allow their use or reuse, according to contemporary

standards and requirements. Within this category, intervention strategies are organized according to their degree of transformation of urban heritage:

- 1 - Restoration: maintenance and / or recovery of the original characteristics unchanged.
- 2 - Protection: actions directed to take care of the heritage avoiding damages or prejudices.
- 3 - Rehabilitation: techniques to recover the function or functions lost after a deterioration. Restore your old state.
- 4 - Recovery: maintenance of the urban plot, with alteration of the building.
- 5 - Sponge: limited alterations of the urban plot, with alteration of the building.

On the other hand, "transformative" interventions are included, such as those aimed at transforming in a modern sense, whose common hypothesis states that HCs do not have the minimum conditions required in our society, nor can they have them, unless they are performed profound transformations. Within this classification are the following strategies:

- 1 - Internal Reform: disappearance of the tissues in their entirety.
- 2 - Renovation: recover, restore, modernize old structures in disuse for new.
- 3 - Restructuring: modification of the functional structure.
- 4 - Recualification: alteration of the functional structure, and proposal of constitution of a tertiary or managerial center, with maintenance of more apparent physical characteristics.
- 5 - Outsourcing: constitution of a tertiary or managerial center, with maintenance of more apparent physical characteristics.

In the quest to revitalize HC, many of these strategies have been put into practice in recent decades in historical areas. Some of them have been clearly oriented towards conservation and others towards transformation, however, in many cases it is possible to recognize the existence of both tendencies in the intervention of the HC.

It is interesting to note a clear difference between the renovation and rehabilitation strategies implemented as explained by Santamaría Camallonga (2013). Urban renewal policies were the first to be implemented in Spain in the mid-1960s, proposing the adaptation of the HC to new functions and activities, with the simultaneous participation of the State, local corporations, public and private funds, large and small capital, and the participation of specialists and individuals mobilized by the mass media. These policies meant the destruction of the old urban fabric, with the consequent liberalization of the land, gathering of plots and reordering of land uses; the construction of new buildings with increased heights and volumes; the substitution of less intensive uses existing there by more intensive ones, including quality shops and specialized services; and the displacement of the traditional population to a new one with a greater social category and greater economic power, a rather radical intervention that produced a complete transformation of the urban environment, with morphological, functional, structural and social changes in the affected areas. The impacts of these transformations began to generate controversy in the mid-1970s, leading to the emergence of urban rehabilitation policies. They also focus on reinforcing the economic potential of the center and favoring its re-conquest by the dominant groups, but unlike renewal, it seeks to curb depopulation and residential segregation, while emphasizing the conservation of the urban environment and the recovery of the housing stock of the old neighborhoods, abandoned and despised for many years. Rehabilitation implies close cooperation between public authorities, neighbors and owners of the affected areas to deal with the financing of works and to harmonize opposing interests. Therefore, this conservation policy has a more social character than the renovation policy, since it takes more account of the opinion of neighbors and owners.

These changes in the strategies have been accompanied by transformations in Urban Projects, instruments to intervene in the HC, whose historical study allows to understand some aspects that have been modified in the proposals of action in HC.

The expression Urban Project is not new, some authors point out its origin, at the end of the 19th century with the interventions of Baron Haussmann in Paris (1852-1870), carried out by Napoleon III; and on the other hand, Manuel Solá-Morales (1987), locates its origin when finding a new style of the Urban Project in Holland, that later extends to other cities of Europe. Solá Morales argues that architects "manipulate the city as a field of new architecture without ever losing its reference as an instrument of urban ordering. He knew discipline that departs, indeed, from love and not from hatred of the existing city, and for that reason seeks its most rigorous transformation" (Etulain-González Biffis, 2014).

In this way, Manuel Solá Morales recognizes a first valuable moment of the Urban Project as an instrument of intervention in the city in the early twentieth century until the 30s, "the child of complexity and overlap, is how the Urban Project was born and is configured as the most appropriate Project moment, rich, varied and capable for the projection of the modern city; and Nuno Portas (2003), in contrast, situates in the 1960s, the emergence of the Urban Project, expressing that: "(...) was used to refer to those unitary architectural projects of considerable size that they intended to represent, despite the physical limits themselves, the exemplary form of the modern city."

Thus, after a deep crisis of paradigms that began during the late 1960s and early 1970s in the face of the depletion of the paradigm of modernity, this form of intervention in the city from projects that address sectors or Urban pieces is rediscovered, being able to identify in the last decades different generations or families:

- In the 1980s, within the framework of what has been termed the predominant approaches, such as: Morphological, Fragmentary and Operational Urbanism (Portas, 1996) - (Pollet Bain, 1987), the Urban Project emerges as a response to a traditional planning essentially functionalist, normative and abstract. In this context interventions such as those of Bologna are developed.
- In the 1990s, in the context of a Corporate, Productivist and Speculative Urbanism (Gaja i Diaz, 2006) - (Hall, 1996) given the dominant approach, the Urban Project associated with strategic planning understands intervention in the city as "Opportunity" and space conducive to doing business. Interventions such as those of Salvador de Bahía are representative of this conception.
- At the beginning of the 21st century, within the framework of an embryonic paradigm characterized as Sustainable Urbanism (Gajai i Diaz, 2006), which incorporates, together with the revaluation of the social logic of Urbanism, ecological reason, the Urban Project understands the intervention in the city from the "need". It is in this last family or generation that appear interventions that are addressed in this article, such as those of Old Havana or Vitoria Gasteiz, that have had processes initiated at the end of the s. XX, but have incorporated a look according to this generation more characteristic of the s. XXI.

THE INTEGRAL SUSTAINABILITY OF HC

At the end of the twentieth century, a concept emerges that gives rise to the emergence of this last generation presented, "sustainable development." In 1987, the Brundtland report "Our future in common" was produced for the UN, a result of the United Nations World Commission on Environment and Development, created during the United Nations Assembly in 1983, where, for the first time the term "sustainable development" is used. It is understood as the one that satisfies the needs of the present without compromising the needs of future generations. It implies a very important change in the idea of sustainability, mainly ecological, and a framework that also emphasizes the economic and social context of development. This definition is adopted in Principle 3 of the Rio Declaration (1992) adopted at the United Nations Conference on Environment and Development. It is from this report when the English term sustainable development is complied with, and from there arises the confusion in Spanish language between the terms "desarrollo sostenible" and "desarrollo sustentable". The difference is substantive because "desarrollo sostenible" implies a process in time and space and goes hand in hand with efficiency, which also allows it to be effective. While "desarrollo sustentable" implies a purpose (here / now) and goes hand in hand with efficiency, but not necessarily efficiency. Therefore, a true sustainable development implies in addition sustentabilidad, but sustentabilidad does not necessarily imply sostenibilidad (Wandemberg, 2015).

A number of United Nations texts, including the 2005 World Summit Outcome Document, refer to the three dimensions of sustainable development, "mutually reinforcing interdependent pillars," which are:

- Environmental Dimension: requires a development compatible with the maintenance of ecological processes, biodiversity and responsible use of natural resources.
- Social Dimension: it requires strengthening the identity of the communities and implies the principle of equity, classified into three types: Intergenerational Equity, which involves considering the costs of current economic development the demand of future generations; Intragenerational Equity, which encourages the inclusion of the most disadvantaged social groups to participate in decision-making affecting environmental, social and economic aspects; and Equity between countries, with emphasis on the relationship between developed and developing countries.
- Economic Dimension: demands an efficient and equitable development for present and future generations, believes that economic development can take place in the long term without destroying natural resources, considering economic and ecological as mutually dependent. Continuous growth and simultaneous momentum must be ensured at the macroeconomic level, investments and growth, and at the microeconomic level to improve productivity, competitiveness and value added.

On the other hand, the Earth Letter (2000) presents the values and principles associated with sustainable development, and the Universal Declaration on Cultural Diversity (Unesco, 2001) further deepens the concept by stating that "... diversity Cultural is as necessary for mankind as biological diversity for living organisms. " It becomes "one of the roots of development understood not only in terms of economic growth, but also as a means to achieve a more satisfactory intellectual, affective, moral and spiritual balance." With this view, cultural diversity is considered the fourth dimension or pillar of sustainable development. In the same conceptual line, the world organization of cities (United Cities and Local Governments, UCLG) is guided by Agenda 21 of Culture (1992).

However, it is difficult to analyze the cultural aspect as independent of the social, it would be more precise to speak of a "Socio-cultural dimension", which based also on Equity, base its bases on respect for socio-cultural authenticity, intercultural tolerance, and the development of sustainable tourism that links current needs with future concerns in order to preserve resources for future generations, maintain and protect the cultural and historical heritage, maintain the productivity of the resource base, maintain biodiversity and avoid ecological changes irreversible.

At the same time, the "Environmental Dimension" is thought of as a set of physical and natural elements in continuous interaction, thus considering it as "Physical-Environmental Dimension". Finally, we will take into account a fourth dimension that is key, since it encompasses the other three, and that positions management as a means to guarantee the operation and achievement of the objectives, the "Institutional Dimension". Therefore, for the development of this writing, the following dimensions will be taken into account:

- Physical and Environmental Dimension
- Socio-cultural dimension
- Economic Dimension
- Institutional Dimension

URBAN PROJECTS. SELECTED INTERVENTION AND MANAGEMENT STRATEGIES

In order to recognize the conceptual changes presented in the Urban Projects and in the intervention and management strategies they entail, a glance has been taken on HC of large and intermediate cities in Latin America, Spain and Italy, which has allowed the identification of numerous interventions of revitalization, rehabilitation, regeneration, valorization, conservation, among others, that have tried to recover areas that for a long time have remained in a state of neglect and degradation. In order to obtain an overview of the situation of the interventions in Latin America, Spain and Italy, of the many registered actions, 40 have been selected for the elaboration of Datasheets (20 Latin American and 20 European - 10 Spanish and 10 Italian), having as main axis that said Urban Projects are framed in Urban Plans. In turn, as the number of interventions identified far exceeds that number, other criteria for its selection should have been considered as the equitable distribution of cases in the country's extension, the importance of the city at the local and / or international level, the scale of the city and its number of inhabitants, the impact (positive or negative) of the action at local or international level, and the level of information obtained.



Fig.1. Examples of Datasheets. Own elaboration

The 40 Datasheets elaborated have synthesized the main aspects of the HC (extension, population, territorial insertion, general and urban dynamics, functional specialization, declarations and problems) as well as the Intervention (type of intervention, planning instrument, objectives, main axes of the Plan, management tool, status of implementation and level of information), which has allowed to characterize both aspects.

PICTURE 1a EUROPEAN CONTEXT: SELECTED ITALIAN CASES							
REGION	N°	CITY	INTERVENTION STRATEGY	PLANNING INSTRUMENT	UNESCO DECLARATION	POPULATION	INFO LEVEL
CAMPANIA	1	NAPOLES	REVITALIZATION	2011, PIANO DI GESTIONE DEL CH PIANO DI AZIONE LOCALE (URBANI)	Human. Heritage YEAR 1995	971.849 hab.	VERY GOOD
EMILIA ROMAGNA	2	BOLOGNA	REHABILITATION	1973, PIANO DI EDILIZIA ECONOMICA POPOLARE (Cervellati - SaccaNavini)	1996, Creative City	371.217 hab.	VERY GOOD
LAZIO	3	ROMA	RECYCLING	2003, NUOVO PIANO REGOLATORE GENERALE	YEAR 1980	2.872.082 hab.	GOOD
LIGURIA	4	GÉNOVA	REHABILITATION / REGENERATION	2001, PIANO OPERATIVO DEL CH	DOES NOT HAVE	594.904 hab.	VERY GOOD
LOMBARDIA	5	MILAN	RECYCLING / REGENERATION	2012, PIANO URBANISTICO DI MILANO	DOES NOT HAVE	1.345.890 hab.	GOOD
PIEMONTE	6	TORINO	REGENERATION	2011, URBAN BARRIERA DI MILANO PROGRAMMA INTEGRATO DI SVILUPPO LOCALE	DOES NOT HAVE	911.823 hab.	VERY GOOD
SICILIA	7	PALERMO	RECOVERY / CONSERVATION	1993, PIANO PARTICOLAREGGIATO ESECUTIVO DEL CH (Cervellati - Benevolo)	2015 (sector)	860.000 hab.	VERY GOOD
TOSCANA	8	FIRENZE	PRESERVATION	2016, PIANO DI GESTIONE DEL CH	YEAR 1982	378.236 hab.	VERY GOOD
	9	SIENA	PROTECTION / CONSERVATION / VALORIZATION	2015, PIANO DI GESTIONE DEL SITO UNESCO CH	YEAR 1995	52.774 hab.	VERY GOOD
VENETO	10	VENEZIA	PROTECTION / REHABILITATION	2012, PIANO DI GESTIONE DI VENEZIA E LA SUA LAGUNA (PIANO REGOLATORE GENERALE 1999)	YEAR 1987	270.884 hab.	VERY GOOD

Table 1a - European context: Selected Italian cases. Own elaboration

PICTURE Ib EUROPEAN CONTEXT: SELECTED SPANISH CASES							
AUTONOMOUS COMMUNITY	Nº	CITY	INTERVENTION STRATEGY	PLANNING INSTRUMENT	UNESCO DECLARATION	POPULATION	INFO LEVEL
ANDALUCIA	11	MÁLAGA	REHABILITATION / REVITALIZATION	1990, SPECIAL PLAN OF PROTECTION AND INTERIOR REFORM (PEPRI)	Human. Heritage DOES NOT HAVE	575.322 hab.	VERY GOOD
	12	SEVILLA	REHABILITATION	1994, SPECIAL PLAN OF PROTECTION OF THE HISTORICAL CENTER (PEPCH)	DOES NOT HAVE	693.878 hab.	GOOD
ARAGÓN	13	ZARAGOZA	REVITALIZATION	1997, INTEGRAL PLAN OF THE HISTORICAL CENTER (PIGH)	DOES NOT HAVE	664.953 hab.	GOOD
ASTURIAS	14	GIJÓN	RECOVERY	1985, SPECIAL PLAN OF THE HISTORICAL CENTER (PECH)	DOES NOT HAVE	273.422 hab.	LITTLE
CASTILLA Y LEÓN	15	VALLADOLID	RECYCLING / REGENERATION	1997, SPECIAL PLAN OF THE HISTORICAL CENTER (PECH)	DOES NOT HAVE	301.876 hab.	GOOD
CATALUNYA	16	BARCELONA	REHABILITATION	1987, INTEGRAL REHABILITATION PLAN	DOES NOT HAVE	1.608.746 hab.	GOOD
GALICIA	17	A CORUÑA	PROTECTION / INT. REF. / REHAB.	2012, REVIEW, SPECIAL PLAN OF PROTECTION AND INTERIOR REFORM OF THE HISTORICAL CENTER	DOES NOT HAVE	215.227 hab.	GOOD
MADRID	18	MADRID	REHABILITATION	2004, ACTION PLAN FOR THE REVITALIZATION OF THE URBAN CENTER	DOES NOT HAVE	3.165.541 hab.	VERY GOOD
PAÍS VASCO	19	VITORIA GASTEIZ	REHABILITATION	1983, PERI / 2009, INTEGRAL REACTIVATION PLAN OF THE HISTORICAL CENTER (URBAN)	DOES NOT HAVE	242.223 hab.	VERY GOOD
VALENCIANA	20	ALCOY	REHABILITATION	1989, GENERAL URBAN ORDINATION PLAN / SPECIAL PLAN OF PROTECTION AND INTERIOR REFORM	DOES NOT HAVE	61.542 hab.	GOOD

Table Ib - European Context: Selected Spanish cases. Own elaboration

PICTURE II LATINOAMERICAN CONTEXT: SELECTED CASES							
COUNTRY	Nº	CITY	INTERVENTION STRATEGY	PLANNING INSTRUMENT	UNESCO DECLARATION	POPULATION	INFO LEVEL
ARGENTINA	21	BUENOS AIRES	REVITALIZATION	2015, MANAGEMENT PLAN, HISTORICAL CENTER	Human. Heritage DOES NOT HAVE	2.965.000 hab.	GOOD
BOLIVIA	22	SANTA CRUZ DE LA SIERRA	REVITALIZATION	2008, INTEGRAL REVITALIZATION PLAN OF THE HISTORICAL CENTER	DOES NOT HAVE	2.453.549 hab.	GOOD
BRASIL	23	RECIFE	REVITALIZATION	1980, REVITALIZATION PLAN OF CENTER RECIFE	DOES NOT HAVE	1.538.000 hab.	LITTLE
	24	SALVADOR DE BAHIA	REVITALIZATION	1991, HISTORICAL CENTER RECOVERY PROGRAM, SALVADOR DE BAHIA, PELOURINHO	YEAR 1985	2.675.000 hab.	GOOD
COLOMBIA	25	CARTAGENA DE INDIAS	REVITALIZATION	2008, REVITALIZATION PLAN OF THE HISTORICAL CENTER	YEAR 1984	845.801 hab.	GOOD
COSTA RICA	26	SAN JOSE DE COSTA RICA	REVITALIZATION	2015, ACTION PLAN (OF REVITALIZATION) OF THE HISTORICAL CENTER	DOES NOT HAVE	288.054 hab.	VERY SHORTAGE
CUBA	27	LA HABANA	REVITALIZATION	1994, MASTER PLAN / 2001, SPECIAL PLAN OF INTEGRAL DEVELOPMENT OF THE HC	YEAR 1982	2.105.000 hab.	VERY GOOD
CHILE	28	SANTIAGO	RENOVATION	1990, PROPOSED DEVELOPMENT FOR RENEWAL (RE-PLANNING PLAN)	DOES NOT HAVE	5.128.000 hab.	GOOD
ECUADOR	29	QUITO	REHABILITATION	1989, MASTER PLAN OF INTEGRAL REHABILITATION OF THE HISTORICAL AREAS	YEAR 1978	1.619.000 hab.	VERY GOOD
EL SALVADOR	30	SAN SALVADOR	REVITALIZATION	1998, RESCUE PLAN OF THE HISTORICAL CENTER (PRCS)	DOES NOT HAVE	281.870 hab.	GOOD
GUATEMALA	31	ANTIGUA	REHABILITATION	2012, MASTER PLAN OF ANTIGUA GUATEMALA (PMAG) / REHAB. DIRECTOR PLAN HC	YEAR 1979	45.669 hab.	GOOD
HONDURAS	32	COMAYAGUA	REVITALIZATION	1995, REVITALIZATION MASTER PLAN HC / 1996, COLONIAL COMAYAGUA PROGRAM	DOES NOT HAVE	152.051 hab.	GOOD
MEXICO	33	CIUDAD DE MÉXICO	REVITALIZATION	2011, INTEGRAL MANAGEMENT PLAN OF THE HISTORICAL CENTER	YEAR 1987	8.851.000 hab.	VERY GOOD
	34	QUERÉTARO	REVALUATION / CONSERVATION	2008, MANAGEMENT AND CONSERVATION PLAN OF THE HISTORICAL MONUMENTS AREA	YEAR 1996	878.931 hab.	VERY GOOD
PANAMA	35	PANAMA	REHABILITATION / RESTORATION	2001, REHABILITATION AND RESTORATION MASTER PLAN / 2004, PLAN REVIVE EL CASCO	YEAR 1997	880.691 hab.	GOOD
PARAGUAY	36	ASUNCION	REVITALIZATION	2015, REVITALIZATION MASTER PLAN OF THE HISTORICAL CENTER (CHA)	DOES NOT HAVE	525.294 hab.	VERY GOOD
PERU	37	LIMA	REHABILITATION / RECOVERY	2014, MASTER PLAN OF THE HISTORICAL CENTER	YEAR 1991	8.473.000 hab.	VERY GOOD
REP. DOMINICANA	38	SANTO DOMINGO	REVITALIZATION	2006, STRATEGIC REVITALIZATION PLAN OF THE COLONIAL CITY (PRICC)	YEAR 1990	965.040 hab.	GOOD
URUGUAY	39	MONTEVIDEO	ORDINATION / PROTECTION / IMPROVEMENT	2004, SPECIAL PLAN OF ORDINATION, PROTECTION AND IMPROVEMENT OF THE OLD CITY	DOES NOT HAVE	1.305.000 hab.	VERY GOOD
VENEZUELA	40	MARACAIBO	RENOVATION	1999, INTEGRAL URBAN RENEWAL PLAN OF THE CENTRAL AREA (PIRU)	DOES NOT HAVE	1.338.000 hab.	LITTLE

Table II - Latin American Context: Selected Cases. Own elaboration

As we have seen in the case study, HCs from Italy, Spain and Latin America in general share the same problems, but differ in their scale, with greater or less seriousness according to the dimension or the particular situation of some of cities. It could be affirmed that the recurrent problems that affect the HC of Spain, Italy and Latin America are:

Physical-environmental:

- Deterioration and loss of built heritage (due to warlike attacks in Italy, the growth of cities in Spain and Latin America, dictatorial government policies, and the crisis of the 1980s with worldwide productive reconversions).
- Lack of social housing
- Abandoned buildings (focus of concentration of social problems)
- Lack of facilities and services
- Loss of functions (residential, commercial, and local craft)
- Real estate speculation
- Deficiencies in mobility and accessibility
- Weak link with the rest of the city
- Impact of tourism

- Periods of unbalanced usage
- Socio-cultural:
 - Gentrification
 - Decrease in resident population
 - Aged population (in HC of Spain and Italy)
 - Unemployment
 - Marginality
 - Social issues (drug addiction, prostitution, delinquency, violence)
 - Lack of maintenance of public spaces
 - Lack of green spaces
 - Occupation of public space
- Economic:
 - Decrease in neighborhood commerce and local handcrafts
 - Proliferation of informal trade
 - Impact of tourism
- Institutional (management):
 - Lack of institutional efficiency and planning and management tools
 - Deficiencies in monitoring and control processes
 - Lack of resources for conservation and restoration

At the same time, there are other problems that are more characteristic or are more marked in large cities such as vehicular congestion and environmental pollution. Social problems such as poverty and unemployment in cities in Latin America and others associated with illegal immigration affecting both European and Latin American countries. The HCs most characterized by tourism face a serious risk of gentrification, depopulation and museification (Venice Florence, Cartagena, Salvador de Bahia ...). Those more degraded HC have problems of heritage conservation (those who have a more precarious situation come to landslides as in Palermo). Others with little tradition in heritage conservation face the problem of the lack of evaluation of HC by the resident and user population and the lack of interest in their intervention as in Comayagua, Santo Domingo, Maracaibo and Santa Cruz de la Sierra. For example, Comayagua shares with Querétaro a deficient regulation that regulates the intervention on the built heritage. Several HCs have a large presence of informal commerce, among them Rome, Florence, Venice, Madrid, Barcelona, Cartagena, Quito, San Salvador, Comayagua, Mexico City, Lima and Maracaibo, and some of them are tugged like Lima, Montevideo and Havana. In some Latin American countries, social problems such as social exclusion, crime, violence, drug addiction and prostitution are recognized, although they are also recognized in European cities such as Genoa, Naples and Valladolid,

in the Latin American cities acquire greater gravity arriving at serious problems of criminality. In the case of Palermo, the presence of some of these problems, adds that it has been dominated for several years by the mafia, which has collaborated in generating abandonment and destruction of its HC. In other cases, functional reconversions such as the transfer of the port in Gijón and Genoa affected the HC that lost their centrality, their uses and presented a fabric pierced by abandoned port facilities that contributed to the general abandonment.

Undoubtedly, all this set of problems has contributed to the development of a large number of experiences that currently seek to provide increasingly comprehensive answers to the HC, and have found in the intervention of the HC of Bologna a reference for the actions developed in HC during the 70's and 80's. The Plan for the HC was one of the first paradigmatic cases for its contribution in the rigorous methodology, for its integral view of the HC, and for the central role given to social, Being model for other Italian cities like Ferrara, Brescia, Como, Modena and Vicenza, but in turn for cities outside of Italy. In Spain, Bologna has also been followed in the first interventions of the 1980s, but then there has been a shift towards less conservationist interventions, with a more transformative approach that has led to the development of significant Plans such as that of Gijón, Vitoria Gasteiz, Alcoy, Malaga, Barcelona and Madrid. Among them, the case of Vitoria Gasteiz also stands out for being a precursor in the proposal for integrated rehabilitation and for the management process implemented. These European experiences have undoubtedly influenced the ways of intervening in Latin America, which in recent decades has developed numerous Plans for HC, with unique cases such as Panama, Quito, Havana, Mexico, Lima and Montevideo, highlighting among them Old Havana for its comprehensive approach and its management tool.

BOLONIA, VITORIA GASTEIZ AND OLD HAVANA, UTOPIAS OF REALITY?

It is important to make a striking difference between a utopian architectural project and a utopian urban intervention in HC. Generally, when talking about a utopian architectural project, it is usually said that it is impossible for the time for some aspect linked to its physical dimension, because the technology, the material or the construction system that allows to realize this idea has not yet been achieved. As happens with the spider web, is still utopian to obtain a material that obtains its same elasticity and resistance, still superior to that of steel... However, when it comes to interventions in historical areas, the utopian goes through the dimension institutional and even social, and the interaction between both. It is not impossible to intervene on the physical environment (although there is often discussions about articulation between new - old) materials, techniques and specialized

professionals exist. Nor is it impossible to develop a Plan to guide future actions on the HC, or to obtain the means of financing, although in Latin America it is more complex. Nevertheless, it seems to be a challenge to achieve continuous institutional processes, with strong interest of the political powers, and that independent of the shift color can maintain integral objectives that remain for decades, that address the physical-spatial, socio-cultural and the economic, (with necessary adjustments to the requirements of changing societies). Preposing the common interests of all those who reside, work and transit the HC to the individual interests. It is still utopian in many cases to achieve a correct articulation between planning and management.

In this sense, it is possible to recognize some cases developed at the end of the s. XX and others with processes that have had continuity in the present century, which because of the ambitious look of the HC have been considered utopian for their time, or because of the integrality of their approach (Bologna, Vitoria Gasteiz and Old Havana), are presented as difficult to implement for the reality of some cities.

In the European context, as has been expressed, it is recognized that during the world wars of the last century, many of the Italian HC were destroyed, and subsequent crisis have also contributed to its deterioration. This situation prompted the development of Urban Plans mainly oriented to the recovery of the valuable built heritage of the HC, which are framed within the morphological, fragmentary and operational Urbanism explained above. Carlo Cesari (1993) has defined the situation of the city in the late 1960s, arguing that the HC has primarily reserved for tertiary functions that have completely changed its role and use values. At the end of the decade, with the emergence of the Venice Letter, a new criterion for the recovery of historical areas emerges, with a growing interest in urban culture and city conservation, an idea of having to intervene organically and harmoniously in the construction sector, valuing and taking into account all needs, improving the standard of living, not only concern the creation of houses but also their insertion, their adjustment within a rationally designed urban fabric.

In this context, the Plan for the HC of Bologna (Variant of the Regulatory Plan of 1958, and its updating with the PEEP, Piano di Edilizia Economia e Popolare) by Pier Luigi Cervellati and Roberto Scannavini in 1973. As expressed José Antonio Blasco (2014), the Plan presented an original idea of integral or structural conservation (architectural, spatial, and social), of recovery of the historical city, called "Recupero" in Italian. At the same time, it possessed a high social content, rigorous methodology of morphological analysis, determination of architectural types (large monumental complexes, complex buildings with courtyards, private buildings of working houses and artisans from the XVI to XVIII centuries, and traditional buildings with variations of scale and type), demanding conservation policy ("Restoration" with integral conservation, "Repristino" with rehabilitation and sanitation, and "Reconstruction", with partial or total demolition), and a strong commitment to public initiative. He has conceptualized terms such as "Monument", "Monumental Environment" or "Historic Center", in favor of the global concept of "City". It promoted the preservation of the city in its entirety, freeing it from destructive changes of use, from the outsourcing of urban centers, in favor of the expelled groups (poor, workers, elderly) who were to recover historical buildings as a place of residence and not of services. The political particularity of the city after the Second World War made it a space for the implementation of leftist urban ideas. Relevant urban figures such as Giuseppe Campos Venuti, Pier luigi Cervellati and Leonardo Benevolo contributed to the definition of the Plan with the following objectives:

- Preserve the HC of the destruction, and to elaborate catalogs of the buildings.
- Integrate the heritage, incorporating equipment that contributes to the dynamism.
- Provide the CH of the services and technical aspects necessary.
- Organize the road network and pedestrianize sectors incompatible with vehicular use.

This Urban Project, which arises as a response to a traditional planning essentially functionalist, normative and abstract, takes a step forward in relation to Projects that were being carried out. It manages to incorporate an integral vision of the HC, being understood as integral to the time the fact of looking to the city as a whole leaving behind the idea of isolated buildings, and incorporates a high social interest, that has been recovered in a later generation of Urban Projects framed in the paradigm of Sustainable Urbanism.

The Bologna proposal, and the following European Heritage Letter, elaborated at the Congress on European Architectural Heritage held in Amsterdam in 1975, signified an important change: from the city renovated by replacing its elements, to the recovered, restored and rehabilitated city. Not only in its architecture, but also in its social structures deteriorated by industrial development. It marked a change in the conception of the Plans, incorporating the Social Dimension to the already imposed Physical Dimension. The concept of "total conservation" is put forward, evidencing that the rigorous conservation of physical space is not sufficient to maintain a living HC as the heart of the expanding city.

In the case of Spain, the dictatorial period and the impact of the crisis of the 1970s, had repercussions on many of their HC that underwent serious transformations and were exposed to years of abandonment. This situation was reversed with the recovery of democratic governments, which returned the concern for the conservation of historical areas with protectionist positions opposed to the transformers of previous years.

Gaja Diaz (2001), recognizes that in the early 1970s, the mythical Plan of Bologna marked a method, a model and a path for the protection and conservation operations of the Spanish HC, forming a reference that was assumed in a generalized way. Pol Méndez (1993) argues that the policies raised and experienced in Italy were initial "References" of the proposals in Spain. Following the indications of Bologna, operations were proposed for most of

the great historical groups, although the historical small hulls remained in general, unrelated to this strategy. However, for decades, the opposite views of the conservationist have begun to take shape in favor of transformational interventions. As a consequence, at the end of the 1990s the HC began to be analyzed and understood from the diversity.

Inside the Plans for the safeguard and protection of Spanish HCs, Pol Méndez (1993) states that the most significant were developed in a "laboratory" of medium-sized cities, such as Gijón, Salamanca, Lleida, Tarragona, Pamplona, Vitoria Gasteiz and Segovia, as well as in the old center of Barcelona and in some parts of Madrid. These plans were characterized by the diversity of management and intervention processes, the adaptation of the design method and the town planning regulations, based on the knowledge of each HC. The specificity of Spanish cities meant that the "Italian model" of morphological conservation and typological recovery was not applicable. These plans expressed new approaches to the "urban culture" of the 1980s, with an interest in urban form, the development of projects at intermediate scales, the construction of the plan from urban projects, the debate on the quality of architectures and the recognition of the structuring role of public space. These Urban Projects, which have understood the intervention from the need, have developed strategies of urban rehabilitation, incorporating a more social and ecological view of the HCs, characteristic of Sustainable Urbanism, that differentiate them from previous Projects.

The experiences of recovery of Spanish HC have been developed from public initiatives that have integrated public equipment and uses in abandoned old buildings, or have incorporated new architecture in "interstitial voids" or degraded "edges" of HC such as Madrid, Valencia, Barcelona or Salamanca. However, public intervention in housing programs has not developed very broadly.

In turn, Pol Méndez (1993) recognizes that interventions in the different Autonomous Communities have been very heterogeneous, with marked inequality between the most economically and administratively dynamic regions (such as Catalonia, Basque Country, Navarra or Valencia), and the most backward (Such as Castile and Extremadura). Most of the Communities that have set up their own frameworks for recovery policies have focused on subsidies for HC buildings, but without addressing (with the exception of the Basque Country, Navarre and some other Community), the construction of "organic" "articulated" for planning, programming and process management. There is a general intention of the Communities to create structures of information, advice and management of the territory.

Vitoria Gasteiz, in the Autonomous Community of the Basque Country, has been a pioneer city in terms of integrated rehabilitation and the use of new models of public management. The city is presented as a case of more than thirty years of intervention and management in the HC. Through the Special Plan for Integral Rehabilitation initiated in the early 1980s, and the Integral Recovery Plan of the HC in operation since 2009. In this process, highlights the integral intention of addressing the Physical-Environmental Dimension through the renewal of urban infrastructures, rehabilitation and adaptation of buildings and houses, maintenance of urban morphology and existing architectural features, conservation, revaluation and restoration of historic artistic heritage, a strong commitment to accessibility and recognized heritage actions, and a great concern for the environment, (achieving during 2012, the recognition as European Green Capital for its environmental behavior). The socio-cultural dimension, through the conservation of the resident population, the maintenance and regeneration of the composition of the social fabric, the improvement of the levels of habitability, and the provision of necessary urban facilities. The Economic Dimension, through the promotion of cultural tourism in the HC, the commercial revival, and the recovery of arts and crafts. For the implementation of these Plans, it has been key to approach the Institutional Dimension with the creation in the late 1980s of a municipal entity with a comprehensive management model that would allow quick implementation. To this end, A.R.I.C.H.S.A (previous Department of Historical Center SA, which was a unique case in management of HC of the time) has been created as an instrument, which has a similar function as a private company.

In the Latin American context, the growth of cities drove the movement of the population from the center to the periphery, leaving the HC in a state of neglect and degradation, occupied by a population of scarce resources, and with public policies focused on the periphery, which further influenced its deterioration. This situation, triggered several actions in HC that discovered the potential of the same for their intervention.

Rodríguez Alomá (2008) states that documents such as the Colloquium of Quito and the Letter of Machu Picchu (1977), the Declaration of Bogotá (1978), the Declaration of Mexico (1985), the Letter of Petropolis (1987) and Washington (1987) and the Letter of Veracruz (1992), oriented to the 1980s more consciously urbanistic actions, with a more comprehensive view of cities, and with conceptual changes in the way of acting. Within this framework of Sustainable Urbanism, in which the case of Vitoria Gasteiz is also circumscribed, have been recognized in Latin America more comprehensive interventions in the public space, buildings of heritage value, the promotion of uses and activities and of the private building heritage, promoting citizen participation, as in the case of actions taken to recover the HC of Old Havana.

The Master Plan for the Integral Revitalization of Old Havana in 1994 and the subsequent Special Plan for Integral Development of the Historic Center (PEDI) in 2001 are presented as the tools to plan and address the serious housing situation of the HC.. The high levels of insalubrity, the loss of typical neighborhoods, the disappearance of green spaces, overpopulation (a city of more than 2,000,000 inhabitants), environmental pollution, physical deterioration, poor road infrastructure, and poor hydraulic piping. To deal with this situation, it has proposed objectives that address the physical-environmental, socio-cultural and economic dimensions, such as

renewing and revitalizing the HC, improve the living conditions of the most needy population sectors through social revitalization programs and the restoration of buildings, favor economic opening and tourism development, and achieve the cultural, environmental, social and economic sustainability of HC. These objectives have been based on axes such as urban land and local economy, housing, community equipment, public space and infrastructure and environmental networks. But mainly they have had axis in the culture, the identity and the social justice. The intervention in the CH of Havana is presented as a paradigmatic case, carried out from the policy of the Communist Party of Cuba. It has had singular actions that have marked it, such as intervention in the public space (starting by the squares), rehabilitation of buildings with high levels of overcrowding and physical degradation (which have been assigned cultural character and have been generated appropriate conditions of habitability for its residents), the creation of programs for education and health, and the emphasis on training (with the Workshop School for the promotion of traditional trades).

That is, for its emphasis on the integral sustainability (physical, environmental, social, economic, financial and administrative) of the HC. To this end, it has made a strong commitment to the Institutional Dimension, with a model of state management that has established its bases in the constitution of the Office of the Historian as a leading entity in decision making and financing, which operates under a legal framework special. It works with a business system, with the hotel company Habaguanex S.A. for tourism, San Cristóbal travel agency, and Real Estate Fénix S.A. . This management instrument has been awarded several times for its performances in the HC.

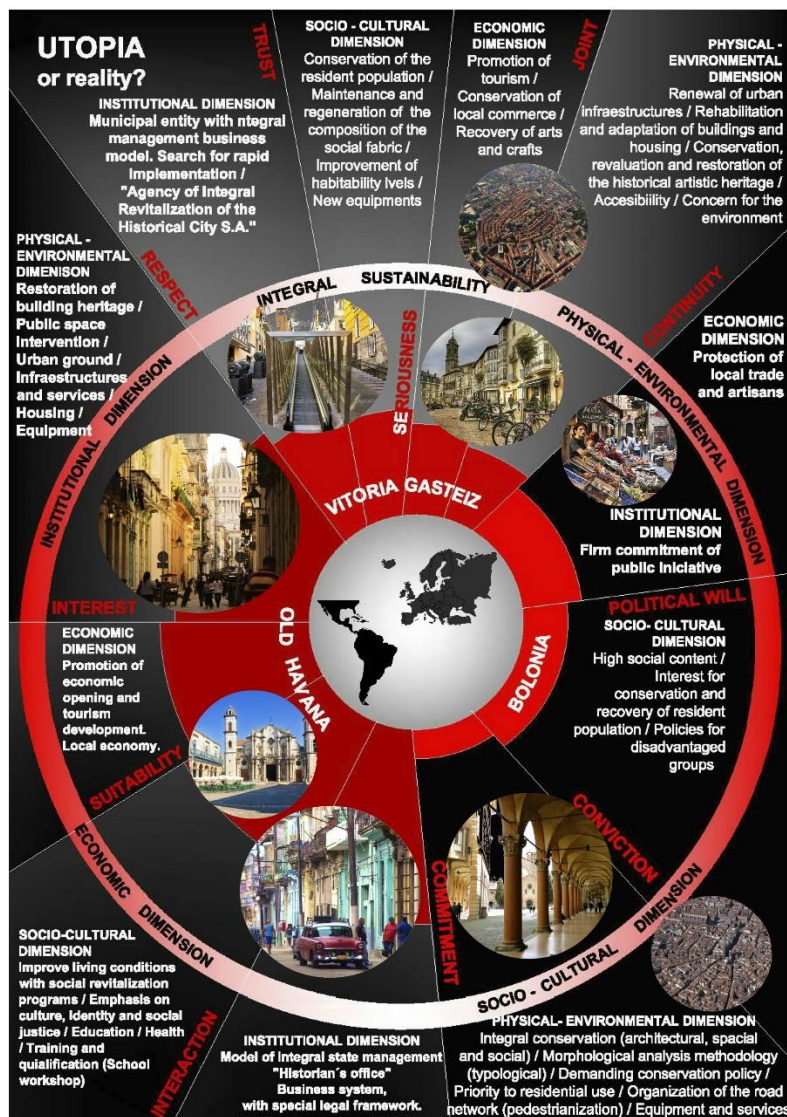


Fig. 2 – Synthesis, Utopia or reality? Own elaboration

FINAL CONSIDERATIONS

The Bologna experience is presented as a paradigmatic case and considered utopian for the XX century, which within the Morphological Urbanism generation has approached the Physical and Social Dimensions of the HC, with some interest also in incorporating the Economic dimension, proposing a vision of the city considered integral, that although at the moment it is fragmentary, yes it was decades ago. Urban Projects developed for Vitoria Gasteiz and Old Havana, begun in the XX century and continuing in the present century, have managed to advance a little more in the approach of aspects related to the social, cultural, environmental and economic. It is part of Sustainable Urbanism that addresses the Physical, Environmental, Socio-Cultural and Economic Dimension of the HC, and which theoretically would allow them to ensure their integral sustainability. These cases also advance in the institutional dimension, creating specific entities that facilitate their management, which complete these contemporary comprehensive proposals. The three cases, although they present clear differences from the institutional one, share the presence of a strong and continuous political conviction for the approach from a state management of the great urban complexity that the HCs concentrate.

These examples demonstrate that there is still a space for utopia, to think of cities with good, ideal spaces, but with the challenge that with a true political interest they can become reality and not only remain in unattainable dreams. Urban planning must continue to offer solutions to the many recurrent problems of HC, and utopia can certainly be the central axis for designing more accessible, equitable and fair cities. As we have seen, Bologna has been one of those utopian cases that has been rethought and reused in other cities and contemporary territories, and that by approaching the multiple dimensions that interact in HC are getting positive responses. It is true that the perfect city does not exist, that there is still a long way to go, that transforming a utopia into reality is a challenge so great that it is mostly truncated, (the phrase of Uruguay's ex-President José Mujica is memorable: "As a young man I wanted to change the world and now, the path of my house"), but we prefer to continue thinking about utopias, and that although reality is not simple, it is possible to continue dreaming of better cities. The utopias and dreams of people and societies inspire and enable leading the great transformations of humanity. They are part of the human essence and, of course, architecture and urbanism are part of that essence.

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