

**REPORT ON THE ADVISORY MISSION TO
HISTORIC QUARTER OF THE SEAPORT CITY OF VALPARAISO (CHILE)
(C 959rev)
FROM 26 TO 30 NOVEMBER 2013**

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EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The World Heritage Committee at its 37th session (Phnom Penh, Cambodia, 2013) welcomed the invitation made by the State Party of Chile for an Advisory Mission to assess the current state of conservation, the overall management and protection, and on-going and planned projects, in relation to the Outstanding Universal Value of the World Heritage property.

The Historic Quarter of the Seaport City of Valparaíso (Chile) was inscribed on the World Heritage List in 2003 (27COM 8C.41), under cultural criterion iii: “Valparaíso is an exceptional testimony to the early phase of globalisation in the late 19th century, when it became the leading merchant port on the sea routes of the Pacific coast of South America”.

On the same occasion the World Heritage Committee encouraged the State Party (SP): “to continue its efforts to inventory and protect the infrastructure related to the historic functions of the harbour area and transport systems; to develop conservation management plans in the entire maritime port area”. And requested the State Party: “to clarify with more precision the norms and guidelines in areas that are adjacent to the protected zones, e.g. Plaza de Intendencia, Cementerio, and Plaza de San Francisco”.

In 2013, at its 37th session in Phnom Penh, Cambodia, the Committee adopted the Retrospective Statement of Outstanding Universal Value for the Historic Quarter of the Seaport City of Valparaíso (Decision 37 COM 8E).

Protected area legislation

National Law 17.288/1970 deals with heritage at national level, establishing Typical Zones and Historic Monuments. The 23.2-ha inscribed property and part of its 44.5-ha Buffer Zone are subject to this law as a National Monument.

The General Law on urban development and constructions -Ley General sobre Urbanismo y Construcciones (LGUC)- DFL 458 (1975) deals with the protection of heritage at the local level. The norms for the real estate and historic conservation zones are defined by means of two municipal instruments tools: the Regulation Plans and the Sectional Plans.

The City of Valparaíso has made an important effort to develop a Management Plan for the Conservation of the property and to create legal instruments to manage it.

Institutional framework

The National Monuments Council of Chile oversees the property and part of its Buffer Zone, as a National Monument. The Ministry of Housing and Urban Development also supervises the property and its Buffer Zone encompassed within a larger area declared as a Historic Preservation Zone.

The Municipality of Valparaíso is the general authority accountable for managing and administrating the World Heritage property and its Buffer Zone. The Directorate for Heritage Management/*Dirección de Gestión Patrimonial (DGP)* is in charge of coordinating all the projects.

Factors affecting the property

Due to its location, the World Heritage property is exposed to natural disasters such as earthquakes and tsunamis. It is also vulnerable to catastrophes caused by fire. Without disregarding these factors, currently two projects: - Expansion of the Port and the *Puerto Barón* Mall - become particularly relevant due to their repercussion on the city and the inscribed property. From the analysis of documents presented by the State Party, enterprises, social organizations and the interviews conducted by the authors of this report, the following impacts can be ascertained:

In relation to the Port Expansion:

- The visual obstruction of the sea by the platform, the cranes and the piles of containers will reduce the level of *integrity in relation to the visual qualities of the World Heritage property*;
- There can be damage to archaeological and underwater remains;

- The change of the land use and the depreciation of the properties will affect the quality in the conservation of historic urban properties;
- There will be changes in the process of diversifying the economic base of the city, reducing the types of traditional activities or new activities that have been created since the inscription of the property.

In relation the *Puerto Barón* Mall

- Mischaracterization of the most important remains of the old port of Valparaíso - The Bodegas Bolívar is the only building of the old port capable of expressing the memory of past human activities and the technologies of the port and their relations with the city fabric, occupation and the geographical setting;
- The new urban form of the *Puerto Barón* Mall signifies a rupture in the urban landscape of the Valparaíso.

In spite of the institutional legality of both projects there is a clear and sound public dispute among stakeholders about the future of the projects. The social actors have many concerns about the impacts of the projects on the city and on the World Heritage property and most of them involve questions about the path for the development of the city in the future. The contents of this dispute are indicative of the need to seek some minimum social consensus on the future development of the city and its relation with the port.

Conclusions

The Mission recognizes the great effort and good performance of the CNM and the Municipality of Valparaíso in the conservation of the World Heritage property and other important heritage assets of the city. The results of the process are very good and show the significant commitment of the State Party and the high quality of the technical skills and capacities of the professional teams involved in the conservation process at all levels.

The Mission also recognizes the great involvement of the private agents, specially property owners and investors, be they institutions or individuals, with the development and the conservation of the World Heritage property and the heritage of the city of Valparaíso.

The problems identified by the Mission are focused on three points. The first is the need for the institutions responsible for planning the development and the heritage conservation of the city to adopt a broader approach to the interpretation and management of the attributes of the World Heritage property. The second is related to the negotiation process between the stakeholders involved with the development and the heritage of the city. The third is about the conservation interventions at the World Heritage property.

In spite of the complexity and good technical quality of the Management Plan it lacks some important features related to the interpretation of the Outstanding Universal Value of the World Heritage property as a cultural landscape and to the involvement of the main stakeholders of the city. The plan fails to include the important cultural relations that exist between the protected area and the city including the port.

There is no specific management structure for the management of the area inscribed as World Heritage and its Buffer Zone. The mission could verify the lack of a structure for the integral management that involves institutionally the different actors (agencies) with jurisdiction over the site (Municipality, SEREMI-MINVU and the National Monuments Council) or those outside the site but with the capacity of making decisions that can affect it (Valparaíso Port Enterprise). Even though the various agencies mentioned have found communication and joint work mechanisms (e.g. Technical Working Sessions), it does not seem to be enough to make integral and coordinated decisions. Also, it is important that the Plan should create some institutional space so that other social actors might participate as investors in cultural, education and tourism services, such that small business owners, representatives of civil society, property owners and residents can dialog with government authorities.

New strategies should be generated in order to make the conservation of Valparaíso compatible with the efficiency of the Port as an integrated whole. The memory of Valparaíso does not only reside only on the World Heritage property and the rest of the urban area but also, and very specially, on the port. So, efforts must continue in order to conserve certain architectural elements (such as Bolívar warehouses) or archaeological remains (such as the ones recently excavated in *Puerto Barón*), even though they are

outside the inscribed property, since they are material objects linked to intangible values which support the memory of the city-port.

Recommendations

In relation to the planning approach, the Mission recommends the following:

1. To coordinate the proposals of the Conservation Management Plan of the World Heritage property with the new Master Plan of Valparaíso which is being drawn up;
2. To make adjustments to the Conservation Management Plan to take into consideration the cultural landscape aspects of the city heritage by integrating into the same management structure other heritage attributes of the city related to the Outstanding Universal Value of the World Heritage property such as, for example, the shoreline, the geographical amphitheatre, the elevators, the Bodegas Bolívar; the two docks (Espigón and Barón), important buildings in the flat area and the remains of the old railway system. The HUL (Historical Urban Landscape) approach recommended by Unesco may be an important starting point for this revision;
3. To draw up a preliminary conservation plan of the archaeological remains of the ocean border and the underwater archaeology of the bay area;
4. To draw up a preliminary risk and contingency plan for the World Heritage property;
5. To develop a concise monitoring system of the conservation and development performance of the World Heritage property;

In relation to the negotiation/management aspects, the Mission recommends the following:

1. To make efforts to integrate in the same institutional framework the analysis of intervention proposals, on public and private properties, under the National and Municipal heritage legal protection system, thereby defining a single legal process for analysis and to make recommendations;
2. To make efforts to legally institutionalize a negotiation and coordination system that brings together the main social and political agents responsible for the development and the heritage conservation of the city of Valparaíso such as the national authorities (CNM, Ministries and SEREMI-MINVU), the municipal authorities, the Port Enterprise of Valparaíso, representatives of other economic sectors of the city (e.g. commerce, services and education), representatives of civil society (e.g. cultural and environmental, and local organizations);
3. To make efforts to produce a Study of the Environmental Impact and a Report on the Environmental Impact of the proposals of Terminal 2 and the Mall Plaza Barón so as to assess the environmental, economic, social and heritage impacts on the city and to evaluate alternatives for use and land use occupation of the ocean border and to propose mitigation actions. The methodology of Heritage Impact Assessment (HIA) in accordance to ICOMOS guidelines, may be helpful for this task;
4. To make efforts to negotiate with the port authorities a project of public access and visits to the port precincts.

In relation to the interventions on conservation of the World Heritage property, the Mission recommends the following:

1. To promote and bring forward the interventions on the restoration of buildings, especially in those cases which can have positive effects on the urban recovery of the sector in which they are located.
2. To promote the recovery of dwellings by their owners by facilitating sources of funding and technical assistance.
3. In the intervention works in public spaces to use traditional technologies and materials and to incorporate these into contemporary design.

1 BACKGROUND TO THE MISSION

Inscription history

The Historic Quarter of the Seaport City of Valparaíso (Chile) was inscribed on the World Heritage List in 2003 (27COM 8C.41), under cultural criterion iii:

Valparaíso is an exceptional testimony to the early phase of globalisation in the late 19th century, when it became the leading merchant port on the sea routes of the Pacific coast of South America.

On the same occasion the World Heritage Committee (WHC) encouraged the State Party (SP):

to continue its efforts to inventory and protect the infrastructure related to the historic functions of the harbour area and transport systems;

to develop conservation management plans in the entire maritime port area;

And requested the SP:

to clarify with more precision the norms and guidelines in areas that are adjacent to the protected zones, e.g. Plaza de Intendencia, Cementerio, and Plaza de San Francisco.

In 2013 at its 37th session in Phnom Penh, Cambodia, the Committee adopted the Retrospective Statement of Outstanding Universal Value for the World Heritage Site Historic Quarter of the Seaport City of Valparaíso (Decision 37 COM 8E).

Examination of the State of Conservation by the World Heritage Committee and its Bureau

In 2010, the World Heritage Committee approved International Emergency Assistance from the World Heritage Fund, for an amount of USD 140,688 in order to repair and consolidate buildings affected by the earthquake on 27 February of that year (34COM 15.1).

On 31 January 2012, the World Heritage Centre received a letter signed by 24 local institutions (academic institutions, civil society associations and trade unions) and 1,000 citizens of Valparaíso against the interventions planned at the port, such as *Puerto Barón* Project and the Prat Dock, as well as for tourist facilities and real estate projects. The Centre requested information on the intended interventions from the State Party and, when submitted, ICOMOS provided an evaluation and subsequently requested additional information that was provided by the State Party.

In November 2012, the private enterprise Mall Plaza requested an interview to present the *Puerto Barón* Project. Representatives of the Permanent Delegation of Chile to UNESCO and World Heritage Centre staff attended the meeting.

The National Monuments Council, on the occasion of the final meeting of the Periodic Reporting in Latin America and Caribbean Region, convened a one-day working session on 6 December 2012 between representatives from national authorities, civil society associations, and the private sector, the Cabinet of the President of Chile, the World Heritage Centre and ICOMOS. As agreed at the meeting, additional information was requested on the updated Management Plan, as well as the entire technical project of the intervention in the port area.

On 12 March 2013, the State Party submitted a report including information on four main points of concern related to the conservation of the World Heritage property. More specifically, the Director Plan of Heritage Management in Valparaíso Phase II, the Management Plan for the Seaport of Valparaíso finalized by the Valparaíso Port Enterprise-*Empresa Portuaria Valparaíso (EPV)*, a comprehensive cartography with the settings, zoning and interventions planned within the World Heritage property and its Buffer Zone. Additionally, comprehensive documentation on *Puerto Barón* Project was provided. In parallel, the State Party approved the draft Statement of Outstanding Universal Value. The Local Regulation Plan (*Plan Comunal Regulador*) completed the file and provided information on the transportation system. On 14 March 2013 the World Heritage Centre, after discussion with ICOMOS, sent an official letter to communicate that a State of Conservation report should be submitted to the World Heritage Committee.

During 2013 the World Heritage Centre received letters from public institutions, such as the Official College of Architects of Valparaíso, academic institutions and civil society associations expressing their concern on the transformation of the port area.

Justification of the mission

The World Heritage Committee at its 37th session (Phnom Penh, Cambodia, 2013) welcomed the invitation made by the State Party for an Advisory Mission to assess the current state of conservation, the overall management and protection, and on-going and planned projects, in relation to the Outstanding Universal Value of the property.

Terms of reference, programme and composition of mission team provided in the Annexes

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Protected area legislation

National Law 17.288/1970 deals with heritage at national level, establishing Typical Zones and Historic Monuments. The 23.2-ha World Heritage property and part of its 44.5-ha Buffer Zone are subject to this law as a National Monument.

The General Law on urban development and constructions *-Ley General sobre Urbanismo y Construcciones (LGUC)-* DFL 458 (1975) deals with the protection of heritage at local level, envisaging the declaration of real estate and zones meant for historic conservation. The norms for the real estate and Historic Conservation Zones are defined by means of two tools: the Local Regulation Plans and the Sectional Maps.

LGUC, in its article 60 ° subsection 2, states: “Likewise, the Regulating Plan shall determine the real estate or zones meant for historic conservation, in which case the existing buildings shall not be demolished or remodelled without prior authorization by the corresponding Regional Secretariat of Housing and Urban Development /*Secretaría Regional de Vivienda y Urbanismo*.”

Special norms for Local and National Heritage must be given by the ordinance of the Local Regulation Plan.

The World Heritage property and its Buffer Zone fall under the provisions of the norm established by the Local Urban Regulating Plan of Valparaíso, in force since 17 April 1984 and its amendments, among which it is worth mentioning: “the declaration of real estate or zones meant for historic conservation of the Amphitheatre-shaped hills, Plain, edge of the sea and cliffs” introduced in 2004, and “the declaration of Historic Conservation Zones of the Almendral and Cerros Placeres and Esperanza” introduced in 2005.

The whole Local Regulation Plan has been undergoing a modification process since May 2013. Until May 2014, new alternatives will be developed and submitted for consultation and evaluation by the Municipal Council, the Municipality and the general public. A public poll, as mandated by Law, to gather opinions from city inhabitants, is scheduled for the second semester of 2014.

At the other end of the scale, the norm establishes more urban area-specific regulations by means of tools known as Sectional Maps, which establish the architectural features for the elements of heritage value. Currently, the drawing of 10 Sectional Maps –one of which corresponds to the property– is in progress.

Since 2007, the writing of the Director Plan of Heritage Management /*Plan Director de Gestión de Patrimonio (PDGP)* for the World Heritage property has been worked on. Phase I (2007) consisted of information collecting and diagnosis and phase II (2010), already finished, designed the Plan. Phase III, which is to start in 2014, is expected to implement and launch the Plan.

Among other objectives, the PDGP seeks to guide the public and private actions on the World Heritage property for its conservation and development taking into account its local significance and its Outstanding Universal Value.

On a much larger scale, but with repercussions on the World Heritage property, it is worth mentioning the Intercommunal Regulating Plan, in force since 1965 with several amendments since its adoption that have been incorporated in the plan. This plan defines urban norms for the productive activities and infrastructure of intercommunal impact, among which the infrastructure of the port transport is found. In other words, the port use of Valparaíso is subject to provisions at the intercommunal planning level.

On the other hand, the final approval of Valparaíso Metropolitan Regulating Plan/*Plan Regulador Metropolitano de Valparaíso (PREMVAL)*, is still pending. It is worth noting that the PREMVAL has

been approved by the Regional Council of Valparaíso (Acuerdo 7682, 26.06.2013) and promulgated by the Regional Government (Resolución Afecta n° 12825.10.2013). Now the PREMVAL is in the instance of final approval by the Comptrollers Office. After finalizing this process, the decree or resolution must to be published in the « Diario Oficial », until then it is considered pending.

Institutional framework

At national level, the National Monuments Council of Chile oversees the World Heritage property and part of its Buffer Zone, as a National Monument. The Council is a technical body that depends directly on the Ministry of Public Education through the National Directorate for Libraries, Archives and Museums/*Dirección Nacional de Bibliotecas, Archivos y Museos (DIBAM)*.

The National Monuments Council has an office in the region of Valparaíso.

The Ministry of Housing and Urban Development also supervises the World Heritage property and its Buffer Zone encompassed within a larger area declared Historic Conservation Zone by said Ministry.

On a second level, there is the Regional Ministerial Secretariat of Housing and Urban Development of Valparaíso/*Secretaría Regional Ministerial de Vivienda y Urbanismo (SEREMI-MINVU)*.

The Municipality of Valparaíso is the general authority accountable for managing and administrating the World Heritage property and its Buffer Zone. The Directorate for Heritage Management/*Dirección de Gestión Patrimonial (DGP)* is in charge of coordinating all the projects and initiatives aiming at the recovery and sustainable development of both the tangible and intangible heritage of the city. The DGP oversees the inscribed property and is in charge of the site management and administration.

Management structure

There is no specific management structure for the management of the World Heritage property and its Buffer Zone.

The Municipality of Valparaíso is in charge of the administration and management of the World Heritage property and its Buffer Zone. The DGP is the municipal institution accountable for this job and as such, it is in charge of drawing the Site Sectional Map.

The role of the Regional Ministerial Secretariat of Housing and Urban Development is in charge of enforcing the housing and urban development policies in the territorial area, and taking part in issuing regulations and authorization of works.

The National Monuments Council is the national body that oversees the World Heritage property as a National Monument.

3 IDENTIFICATION AND ASSESSMENT OF ISSUES

Management

The National Monuments Council that oversees the property from the highest jurisdictional level is a body of a centralized nature without enough operating capacity in the vast Chilean territory and, therefore, not enough operating capacity to take action on the World Heritage property.

The Valparaíso National Monuments Council office staff is trained but proves insufficient to supervise the World Heritage property properly and to have a better participation in the articulation with the other levels of management and supervision. This office is not autonomous to solve problems and assess intervention projects on the site.

There is proposed a bill that creates a Ministry of Culture and, within its scope, the Directorate for Cultural Heritage that, in turn, shall decentralize itself territorially through the Regional Directorates for Cultural Heritage.¹ For other reasons, the bill is questioned by various agents of Chilean culture and, before the next change of national authorities, a wide debate is expected regarding the project or the submission of other different projects.

¹ Message from the President of the Republic on 6 May 2013.

The SEREMI-MINVU has its own functional structure and financial resources.

The Municipality of Valparaíso, which administrates and manages the World Heritage property, has recently upgraded the Heritage Management Department/*Oficina de Gestión Patrimonial (OGP)* to the hierarchy of Directorate (DGP). This Directorate is expected to have enough human and financial resources so as to operate as the entity directly responsible for the site. In view of the complexity of the territorial, urban and heritage-related issues concerning the site, the Municipality shall also be required to endow the DGP with sufficient power to coordinate rapidly and efficiently with other municipal institutions those planning and management policies which have a direct or indirect impact on the World Heritage property. The Mayor, as the ultimate authority of the Municipality, is the person who must guarantee an effective and efficient cooperation between the different municipal bureaus and the DGP.

The Municipality of Valparaíso, the SEREMI-MINVU and the National Monuments Council are the main public agencies with the competent authority over the World Heritage property.

Valparaíso Port Enterprise (EPV) should be added. It is the national public company that administrates, upkeeps and develops the port system of Valparaíso, and is the owner of the port facilities for loading operations and the management of passengers and urban spaces, outside the World Heritage property and its Buffer Zone. Therefore, the EPV is proprietor and administrator of the entire coastline of Valparaíso, thus all its decisions have an impact on the inscribed property and its Buffer Zone.

The mission could verify, as it is pointed out in the 2012 State Party Periodic Reporting², the lack of a structure for the integral management which involves institutionally the different actors (agencies) with jurisdiction over the site (Municipality, SEREMI-MINVU and the National Monuments Council) or those outside the site but with the capacity of making decisions that can affect it (Valparaíso Port Enterprise)

Even though the various agencies mentioned have found communication and joint work mechanisms (e.g. Technical Working Sessions), it does not seem to be enough to make integral and coordinated decisions.

The Director Plan of Heritage Management /*Plan Director de Gestión de Patrimonio (PDGP)* foresees a joint institutional model composed of the Municipality of Valparaíso as a central element (public dimension of the model) and a Cultural Corporation for the Heritage Management of Valparaíso (private dimension of the model with municipal participation).

However, this proposal does not solve the fragmentation detected in decision-making from the public sphere and it assumes that the Municipality should have enough political capacity to link the planning and decision-making process with national governmental bodies or public companies (such as the Valparaíso Port Enterprise) when, in fact, it lacks the legal and financial resources to see to it.

The segmentation detected in the public sector having jurisdiction on the World Heritage property and its Buffer Zone is aggravated by the lack of a General Director Plan for the city of Valparaíso which serves as a Director Plan of Heritage Management framework, encompassing as an integrated whole complex urban problems such as the use and occupation factors of the land, public transport, rehabilitation of homes and buildings with other uses.

The lack of urban planning contrasts with the medium and long-term planning developed by the Valparaíso Port Enterprise, thanks to a centralized structure that operates fast and efficiently.

As it has been already mentioned, the **Local Urban Regulation Plan for Valparaíso** states the norms that should be applied in an extensive urban area comprising the World Heritage property and its Buffer Zone, besides its Historic Conservation Zones (ZCH) declared at local level.

The National Law **17.288/1970** protects the inscribed property and part of its Buffer Zone based on its national recognition as Typical Zone (ZT), and under those conditions the area is subject to the norms in force for national monuments.

² The 2013 State of Conservation report has also identified the fragmentation of competencies and mandates per sector and different government levels.

The City of Valparaíso has made an important effort to develop a Director Plan of Heritage Management for the conservation of the World Heritage property and to create legal instruments to manage it. Since the nomination of the site to the WH List the following instruments have been developed:

- Development of the Program for the Recuperation and Urban Development of Valparaíso that helped to create a local institutional structure to manage the World Heritage property and to develop many works designed to restore and rehabilitate historic buildings (2006);
- The Director Plan of Heritage Management– Phases I and II (*Plan Director de Gestión Patrimonial para el Sitio de Patrimonio Mundial en la Ciudad de Valparaíso – Fase I y Fase II*) (2007 -2013);
- Inclusion in the Master Plan of the City (*Plan Regulador de Valparaíso*) of two types of Historic Conservation Zones (*Zonas de Conservación Histórica – ZCHLF, ZCHPYE*) that protect practically the whole amphitheatre and its hills (*cerros*) from the presence of tall buildings;
- The creation (2009) of an Urban Coordination Board (*Mesa Técnica Urbana*) comprising representatives from the Municipality, the Regional Secretariat of the Ministry of Housing and Town Planning and the National Council of Monuments.
- The creation in the structure of the Municipality of a Directorate for Heritage Management (*Dirección de Gestión Patrimonial*) with the objective of managing the actions in the protected area include in the WH List and its buffer zone. This Director is the successor of the Heritage Management Office which was created when implementing the Program for the Revitalization and Urban Development of Valparaíso (Programa de recuperación y Desarrollo Urbano de Valparaíso) which was financed with a loan from the Inter-American Development Bank (IDB) program;
- The establishment (2013) of a Board for Coordination (*Mesa Técnica Área Histórica Ciudad Puerto Patrimonial Valparaíso*) with the participation of the Port Enterprise of Valparaíso to discuss management of the World Heritage property and its relationship with the port.

All of these are very important but the Director Plan of Heritage Management is a crucial document that will direct the future actions of the Municipality and give the other social actors guidelines. The Plan covers three stages: Stage 1 is the diagnosis of the site, which has been finished; Stage 2, also finished, developed norms of intervention in the built space of the World Heritage property area and proposals to manage the plan; and Stage 3 will set out the overall implementation of the plan.

The Management Plan starts by affirming that the future development of the city and the World Heritage property are structurally linked to the development of the port and cultural and tourist activities.

Therefore, the authors of the plan affirm that it is committed to conserving the cultural significance and the Outstanding Universal Value of the World Heritage property.

The Management Plan basically comprises proposals for:

- Intervention in public and private buildings (including historic monuments) as well as in the public space and its urban equipment. This is done by: a) assessing the carrying capacity of the existing building stock and its urban setting; b) establishing procedures to intervene in the architectural features of the buildings according to sectional plans (*Planos Seccionales*), c) identifying what urban views are important if the main landscape characteristics of the site are to be maintained;
- The management structure of the plan including principles for the participation of the citizens;
- The financing system for the investment needed to set the Plan in motion;
- The monitoring system with a set performance indicators to check implementation of the Plan.

In spite of the complexity and good technical quality of the Management Plan it lacks some important features related to the interpretation of the Outstanding Universal Value of the World Heritage property as a landscape and to the involvement of the main stakeholders of the city.

All the main documents interpreting the cultural significance of the heritage area, including the Retrospective Statement of Outstanding Universal Value, underline the importance of the urban landscape which was shaped by the specific technology for locating the port and its operations (technology of the

late 19th and early 20th centuries), the geographical and topographical settings and the urban infrastructure and equipment (such as the elevators and the railway). The proposals of the Management Plan are confined to the physical limits of the protected area and its buffer zone and target actions only for buildings and the public space. This approach fails to include the important cultural relations existing between the protected area and the city including the port. This may be exemplified as follows: there is lack of proposals, or simple suggestions, for the future use and occupation of the shoreline, the old remains of *Puerto Barón*, the railway equipment and the elevator installations. There is no apparent institutional restriction that has brought about these oversights since the advice offered on the nature of a management plan is that it should be a kind of social pact between the Municipality and all other social actors working for the development of the city and the World Heritage property, as indeed the objectives of the Plan itself suggest.

The question of the social engagement of the actors with the Plan is crucial for the future conservation and development of the urban heritage of Valparaíso. The character of “port city” implies the port and the infrastructure authorities should participate in the discussions on the future of the World Heritage property and the urban landscape of Valparaíso. Also, it is important that the Plan should create some institutional space so that other social actors might participate as investors in cultural, education and tourism services, such that small business owners, representatives of civil society, property owners and residents can dialog with government authorities. The Plan points to some actions in this direction but they are rather timid or too focused on the economic performance side such as, for example, the suggestion for creating a Development Corporation for the World Heritage property.

However, it is worrying to note that the PDGP does not clearly identify external factors affecting the conservation of the property such as, for example, the actions of the Port and the Port Enterprise of Valparaíso, since their decisions affect directly the property and the whole city of Valparaíso.

Also, the Sectional Plans currently being drawn up may lack legal and institutional background if they are not coordinated with the Community Master Plan (*Plan Regulador Comunal*) that is being revised with the support of SEREMI-MINVU and is in the diagnostic phase.³

Factors affecting the property

Due to its location, the World Heritage property is exposed to natural disasters such as earthquakes and tsunamis. It is also vulnerable to catastrophes caused by fire, due to certain precariousness of facilities, building materials and the topography favouring its propagation in the gorges among the hills. All these issues must be the objects of the adoption of preventive measures on the part of the Municipality of Valparaíso with the collaboration of the national state.

Without disregarding these factors, currently two projects developed by the Valparaíso Port Enterprise become particularly relevant due to their repercussion on the city and on the inscribed property.

Port of Valparaíso and *Puerto Barón* Project

The previous State of Conservation reports framed the legal and institutional aspects related to the expansion of the Port of Valparaíso and the development of the Port Barón Mall, and showed that, from these points of view, both projects were perfectly organized and legally approved (WHC-SOC 2013).

The expansion project of the Port of Valparaíso consists of three parts.

- The first is the extension of Terminal 1 by 120 m to enable two “post panamax” carriers to berth. This extension will narrow the sea entrance to the Muelle Prat that is included in the World Heritage property area but does not cause a significant impact on the attributes that convey its Outstanding Universal Value.
- The second is the construction of a large platform (approximately 725m by 225 m) for the operation of a container terminal with four large container cranes, similar to those already in Terminal 1, which will enable two more “post panamax” carriers to berth. Terminal 2 will have the capacity to transfer 1 million TEUS in containers that will be stocked temporarily on the platform and transferred by trucks to the mainland area of the port operation. The piles of

³ Until May 2014, new alternatives will be developed and they will be subjected to the evaluation of the citizenship, the Municipal Council and the Municipality. The city opinion poll stated by Law is scheduled for the second semester of 2014.

containers will vary from 4 to 6 containers in height depending on the operation of the cranes and the trucks. The flow of trucks is estimated to be 150/200 trucks per hour and they will have to pass in front of the docks Prat and Espigón that are part of the inscribed property and open to public access. The authorities are planning to build an underground pass in front of dock Prat to leave public access to the area unobstructed.

- The third part is the passenger terminal designed also to operate as a Fair/Convention Centre. However, there are no available project details about this terminal, so the impacts on the Outstanding Universal Value cannot be ascertained with precision at this stage in respect to the main attributes of the World Heritage Property and its urban and environmental contexts. However, the mission considers Heritage Impact Assessments should be carried out prior to the implementation of projects that can potentially impact the property and its conditions of integrity and authenticity.

There is no official study evaluating the impacts of these projects on the World Heritage property and the urban area directed linked to the ocean border of the city. However, from the documents presented by the State Party, enterprises, social organizations and the interviews conducted by the authors of this report, the following impacts may be predicted:

- The visual obstruction of the sea by the platform, the cranes and the piles of containers. The obstruction will be massive when observed from the flat area of the city, facing the port precinct, and from the hills (*cerros*). This will reduce the level of *integrity regarding the visual qualities that have been maintained* at the World Heritage property, since it will affect the form of the urbanized area in its relations with the port and the shoreline. This will disrupt the form of the port and the bay configured at the end of the 19th Century and the beginning of the 20th Century and its relation with the urban settlement that were configured based on a port operations technology that will vanish with the construction of Terminal 2, so affecting the authenticity of the site.
- There is a potential damage to archaeological and underwater remains, specially those that are important to understand the historical periods of the technological evolution of the relation between the port and the city, since they have not yet been identified and recorded;
- The air and noise pollution in the flat area of the city caused by the increase of the flow of trucks along the coastal border;
- The change of the land use and the depreciation of the properties in the flat area of the city, especially those located in the Avenues Errázuriz, Blanco and Esmeralda which have been subject to important urban improvements in the public space and investments in restoring and rehabilitating many important historic buildings; since the inscription of the site on the WH List;
- Changes in the process of diversifying the economic base of the city, focused on expanding the service sector especially in cultural and educational support to tourism activities, as a result of which the contribution of the service sector to municipal revenues has increased.

The Port Baron Project comprises a commercial Mall and a public waterfront. It will occupy an area of 12 hectares of the old port precinct with a waterfront of 840 meters. The area may be reverted to the Port Enterprise of Valparaíso after 30 years of use, but the owners of the Mall have an option to buy the land when the concession ends.

The Mall building covers 5 hectares of land distributed in three sectors: the old warehouse of the Bodegas Bolívar that will form the central corridor of the Mall and two new complementary two-floor buildings, for the shops and other activities, that embrace the bodegas on its two long sides. The Bodegas Bolívar will lose approximately one quarter of its extension and will only be visible from the inside of the Mall. The public will have free access to the empty area around the Mall building, including the waterfront. The Mall's mix of activities has not been announced but it will have commerce and service shops and will include some cultural activities, such as a public library.

The representatives of the Mall informed that, according to the Chilean legal system, the Mall was exempted from undertaking an Environmental Impact Analysis and producing an Environmental Impact Report so no data is available in this respect. Also, there is no scientific or academic study to evaluate the impacts of the Mall on the World Heritage property or the urban area. Thus, the impacts assessed here are based on the consultants' experience and on documents presented by the social organizations of Valparaíso.

It is possible to identify the following impacts on the Outstanding Universal Value of the World Heritage property:

- The people of Valparaíso and visitors will lose the possibility of appreciating the most important remains of the old port of Valparaíso. The Bolívar Warehouses/*Bodegas Bolívar* is one of the few buildings of the old port capable of expressing the memory of past human activities and the technologies of the port and their relations with the city fabric, occupation and the geographical setting. To maintain the cultural significance of the area and, therefore, to sustain the Outstanding Universal Value of the property, it would be important to maintain the façade of the Bodegas Bolívar facing the empty esplanade in front of the sea;
- The new urban form of the *Puerto Barón* Mall, in spite of being legally correct, as per the “Plano Regulador” (Master Plan) of the city, signifies a rupture in the urban landscape of the Valparaíso. Nowadays, the Bodegas may be viewed from many points of the city and is aligned with the shoreline and the railway. The Bodegas reproduces the form of the amphitheatre (a long curve at the bottom of the amphitheatre) thereby reinforcing its curve character. This characteristic will be lost with the new Mall building, since its form is similar to urban blocks.

In spite of the institutional legality of both projects there is a clear and sound public dispute among stakeholders about the future of the projects. The social actors have many concerns about the impacts of the projects on the city and on the World Heritage property and most of them involve questions about the path of development for the city in the future. The points in conflict may be summarized as follows:

- Some actors argue that the port authority must keep the borderline only for its activities because it is the main economic activity of the city. They consider that even the area of Port Barón must remain as part of the port activities such as, for example, for stockpiling containers;
- Other actors argue that the city should seek new activities and reduce its dependency on the port. For these groups, the shoreline appears as an opportunity to start to change the economic character of the city;
- There is a great concern about the “public character” of *Puerto Barón* Mall. Many civil society organizations argue that the area of the Mall should have been used for free social and cultural activities and not organized as a private enterprise. Also, they argue that the activities of the Mall will compete with the small commercial and service firms of the city that have been the structural base of the local economy;
- There are other organizations defending the *Puerto Barón* Mall because they argue that the city is not capable of maintaining such large and complex social equipment. Also they see the Mall as a source of employment and rent for the city and a stimulus for the development of tourism.

The contents of this dispute are indicative of the need to seek some minimum social consensus on the future development of the city and its relation with the port.

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

The Outstanding Universal Value of Valparaíso is expressed in its city-port condition that offers a unique testimony at the early stages of globalisation occurring during the late 19th century.

According to the Retrospective Statement of Outstanding Universal Value adopted in 2013 in Cambodia (Decision 37 COM 8E), the physical attributes which express it are represented by the urban layout, the public spaces and the buildings (from homes to monumental buildings), the naval and port property (Prat Dock, Navy buildings and customs) and transport infrastructure (funicular elevators and trolleys).

All these attributes are represented within the limits of the inscribed property and maintain their integrity in general terms, in spite of the partial or almost total destruction of some buildings due to catastrophes (fires or earthquakes), and in other cases due to significant deterioration caused by neglect or the fact of being under-occupied. In many cases, the complexity of holding ownership of large estates favours these processes of building degradation.

In many cases, in spite of what is stated above, a simple visual inspection allowed the members of this mission to recognize positive changes in the recovery of buildings and public spaces.

In 2010, the Committee approved International Emergency Assistance from the World Heritage Fund, for an amount of USD 140,688, to repair and consolidate buildings affected by the earthquake on February 27 of that year (3 private buildings and La Matrix Church).⁴

Many works were carried out as part of the Program of Urban Recovery and Development of Valparaíso executed between 2006 and 2012 funded by 73 million dollars provided by the Government of Chile (66%) and a BID loan (34%). The Program addressed Property Sectors of Valparaíso, inside and outside the inscribed property.

Among the building restoration and recovery executed within the World Heritage Site, these can be mentioned: Baburizza Palace, La Matrix Church (Iglesia Matriz), Reina Victoria elevator, public spaces (roads, sidewalks, stairs, passages) on the Alegre and Concepción hills, recovery of the Serrano Street in the neighbourhood of the port and of facades of property value. The Subercaseaux building, located on Serrano Street was damaged by the earthquake and bought for recovery. The protection of warehouses adjacent to the Buffer Zone and port neighbourhood was also guaranteed.

These positive changes were also observed outside the inscribed property in spaces as important as Errázuriz Avenue, stretching along the coast between the city and the port, and the recovery works of the Cousiño Palace, Población Obrera, Ascensores Barón, Polanco and San Agustín.

As to sustaining the authenticity of the World Heritage property, it is worth mentioning that the works executed have complied with the standards of restoration or the proper insertion of contemporary design in heritage buildings.

Alegre and Concepción Hills have concentrated many of the works of recovery of one-family home to host houses of a high social standard or to generate spaces for hotels and gastronomy. The private investments in the latter have been encouraged since 2009 by the Course Plan which has the objective to promote Valparaíso as a tourist destination, based on the integration of public and private actors. This type of investment produces typical effects of *gentrification* that can be positive if combined with other incentives that can allow for the recovery of homes by the local residents. The pressure exerted by the phenomenon of *gentrification* on urban areas on these hills should be resolved with urban planning politics that generate balance between the World Heritage property and its Buffer Zone and the rest of the city.

In regard to some public spaces (roads and sidewalks) on the hills, radical changes were noticed in the materials used. In other cases traditional technology has been applied for recovery. The latter criterion should be adopted for those important urban stretches from the visual and landscape viewpoint.

On the plain, where there are monumental buildings of a high architectural quality under-occupied, neglected or degraded, very significant initiatives are acknowledged, as that of the University of Valparaíso, which has given a new function to the historic building at Serrano St, number 546 (Port neighbourhood) to house university courses such as Philosophy, Sociology, History and Social Sciences. In line with this initiative there are other projects for the buildings Astoreca and Severín that would be of interest to highlight.

Astoreca building is emblematic. Built in 1907, it is located in the Port neighbourhood itself, opposite Plaza Echaurren. Nowadays it is in a very serious state of deterioration but Ultramar, a shipping company that decided to restore it to make it its corporate headquarters, purchased it.

On its part, the Interdisciplinary Centre of Neurosciences of Valparaíso (CINV), a corporation dedicated to scientific research of excellence, plans to settle at the La Matriz neighbourhood, one of the sectors most degraded at the World Heritage property, and rescue the Severín Building, nowadays in ruins. The project solves a programme of high complexity linking the scientific centre with spaces open to the community and the neighbours, in particular.

Initiatives of this type promote not only the reutilization of property buildings but also urban revitalization, diversifying uses and stimulating the use of public spaces in degraded areas.

Port Market/*Mercado Puerto* is located in the same urban sector. It is an emblematic building of the city, seriously affected by the earthquake in 2010. The Municipality of Valparaíso, owner of the building and the Council of National Monuments, overseeing it, agree on that it must be recovered, but they have different viewpoints on the way to prioritize actions to do it. The delay in reaching an understanding between both parties affects not only the Property but also the urban environment where it is located.

⁴ Periodic Reporting 2012.

In brief, in spite of catastrophes (fires, earthquakes) and the complex situation and management of the World Heritage property, in terms of integrity and authenticity, the balance is positive and it reflects the commitment assumed for its conservation. To the works performed, a list of projects as those already mentioned is added. If these are carried out, positive effects will multiply.

On the other hand, the proper conservation of the property depends on the physical recovery actions on buildings and public spaces as well as on the revitalization of traditional uses or the incorporation of new ones, which do not jeopardize its authenticity and integrity.

In this sense, the use made by tourists does not affect the values of integrity and authenticity to the extent in which it complements others, traditional and belonging to the local community. The increase of tourist cruises is not significant enough to affect the World Heritage property. On the contrary, it should become a source of income for its recovery and to stimulate the local economy of small and medium-sized stores or service suppliers.

The plan to extend T2 of the Port has caused the displacement of the areas used to moor small-scale fishing vessels (Caleta La Sudamericana) or to repair small traditional boats. Its relocation to the sector of *Puerto Barón* is questioned by groups of citizens who think that the required environmental protection of the sector is not guaranteed as the Valparaíso Port Enterprise asserts.

Since traditional fishing is one of the uses associated with the intangible values of the heritage of Valparaíso, the highest levels of authority overseeing the World Heritage property (National Monuments Council) should adopt the necessary measures in order to preserve this activity.

Among the attributes supporting its Outstanding Universal Value, the Retrospective Statement mentions the infrastructure of transport: funicular elevators and trolleybuses which are part of a system that exceeds the limits of the area declared World Heritage.

Only three of the fifteen elevators currently in use are found within the inscribed property. Pursuant to the suggestions made by the Committee, the Government acquired a set of elevators to ensure their conservation and future sustainability.

In addition to the facilities and equipment, the upkeep of such elevators entails preserving their quality of dynamic lookouts of the urban landscape and port. Hence, it becomes a fundamental issue to conduct studies from each of the elevators on the visual cones to be preserved and their results should be collected by the norms of the Local Regulation Plan.

It is important to consider elevators and trolleybuses as part of an integrated public transport system combining horizontal and vertical movement, not only for elevators to improve their economic sustainability but also for both means of transport to reinforce mutually their significance.

The natural amphitheatre character of the site and the way in which the architecture and the city have adapted to it constitute one of the attributes that supported the inscription of Valparaíso on the World Heritage List. Although the property and its Buffer Zone represent just a part, it becomes essential to preserve the whole amphitheatre as a homogenous landscape and to guarantee its protection by regulating heights and volumes. The moment a vast urban zone of the hills was declared Historic Conservation Zone, general norms to regulate heights of buildings were incorporated into the Local Regulation Plan, but the conduction of specific studies allowing for the incorporation of sector-specific norms into the Regulation Plan remains pending.

The City-Port nature of Valparaíso lies at the origin of all the valuations. The symbiosis and interaction between the city and the port were the features that defined its unique character at an early phase of globalization. Over the last half-century, however, efficiency and technification dynamics of the port activities have generated a physical, functional and management barrier that has broken such unity.

Consequently, new strategies should be generated in order to make the conservation of Valparaíso compatible with the efficiency of the Port as an integrated whole. This does not refer to giving access to restricted areas for technical and safety reasons, but to seeking other forms of visual and enjoyment access allowing the view of activities carried out in a high-tech port. And conversely, to promoting

positive interventions in the historic area like the ones depicted before, where restoration and contemporary architectural design coexist smoothly.

Finally, the memory of Valparaíso does not only reside on the World Heritage property and the rest of the urban area but also, and very specially, on the port. Hence, at the 37th ordinary session (Paris, 2003) of the World Heritage Committee, UNESCO suggested the State Party “to continue its efforts to inventory and protect the infrastructure related to the historic uses of the port sector and transport systems, to develop management and conservation plans throughout the maritime-port area”. The protection which prevented the demolition of the fiscal warehouses is a major precedent, but efforts must continue in order to conserve certain architectures (such as Bolívar warehouses) or archaeological remains (such as the ones recently excavated in *Puerto Barón*), even though they are outside the boundaries of the inscribed property, since they are material objects linked to intangible values which support the memory of the city-port.

As an active part of the memory of Valparaíso, the current port should also be incorporated as a key identity factor, generating interpretation spaces to access not only to material elements of the historical memory but also to the knowledge of contemporary port technologies and activities. An interpretation centre, like Panama Canal’s, could become a vital factor to reinforce civic identity and to make visitors to Valparaíso aware not only of the past but also of the present of the Port.

5 CONCLUSIONS AND RECOMMENDATIONS

The Mission recognizes the great effort and good performance of the CNM and the Municipality of Valparaíso in the conservation of the World Heritage property and other important heritage assets of the city. The results of the process are very good and show the significant commitment of the State Party and the high quality of the technical skills and capacities of the professional teams involved in the conservation process at all levels.

The Mission also recognizes the great involvement of the private agents, specially property owners and investors, be they institutions or individuals, with the development and the conservation of the World Heritage property and the heritage of the city of Valparaíso.

The problems identified by the Mission are focused on three points. The first is the need for the institutions responsible for planning the development and the heritage conservation of the city to adopt a broader approach to the interpretation and management of the attributes of the World Heritage property. The second is related to the negotiation process between the stakeholders involved with the development and the heritage of the city. The third is about the conservation interventions at the World Heritage property.

In spite of the complexity and good technical quality of the Management Plan it lacks some important features related to the interpretation of the Outstanding Universal Value of the World Heritage property as a cultural landscape and to the involvement of the main stakeholders of the city. The plan fails to include the important cultural relations that exist between the protected area and the city including the port.

There is no specific management structure for the management of the area inscribed as World Heritage and its Buffer Zone. The mission could verify the lack of a structure for the integral management that involves institutionally the different actors (agencies) with jurisdiction over the site (Municipality, SEREMI-MINVU and the National Monuments Council) or those outside the site but with the capacity of making decisions that can affect it (Valparaíso Port Enterprise). Even though the various agencies mentioned have found communication and joint work mechanisms (e.g. Technical Working Sessions), it does not seem to be enough to make integral and coordinated decisions. Also, it is important that the Plan should create some institutional space so that other social actors might participate as investors in cultural, education and tourism services, such that small business owners, representatives of civil society, property owners and residents can dialog with government authorities.

New strategies should be generated in order to make the conservation of Valparaíso compatible with the efficiency of the Port as an integrated whole. The memory of Valparaíso does not only reside only on the World Heritage property and the rest of the urban area but also, and very specially, on the port. So, efforts must continue in order to conserve certain architectural elements (such as Bolívar warehouses) or archaeological remains (such as the ones recently excavated in *Puerto Barón*), even though they are outside the inscribed property, since they are material objects linked to intangible values which support the memory of the city-port.

Recommendations

In relation to the planning approach, the Mission recommends the following:

1. To coordinate the proposals of the Conservation Management Plan of the World Heritage property with the new Master Plan of Valparaíso which is being drawn up;
2. To make adjustments to the Conservation Management Plan to take into consideration the cultural landscape aspects of the city heritage by integrating into the same management structure other heritage attributes of the city related to the Outstanding Universal Value of the World Heritage property such as, for example, the shoreline, the geographical amphitheatre, the elevators, the Bodegas Bolívar; the two docks (Espigon and Barón), important buildings in the flat area and the remains of the old railway system. The HUL (Historical Urban Landscape) approach recommended by Unesco may be an important starting point for this revision;
3. To draw up a preliminary conservation plan of the archaeological remains of the ocean border and the underwater archaeology of the bay area;
4. To draw up a preliminary risk and contingency plan for the World Heritage property;
5. To develop a concise monitoring system of the conservation and development performance of the World Heritage property;

In relation to the negotiation/management aspects, the Mission recommends the following:

1. To make efforts to integrate in the same institutional framework the analysis of intervention proposals, on public and private properties, under the National and Municipal heritage legal protection system, thereby defining a single legal process for analysis and to make recommendations;
2. To make efforts to legally institutionalize a negotiation and coordination system that brings together the main social and political agents responsible for the development and the heritage conservation of the city of Valparaíso such as the national authorities (CNM, Ministries and SEREMI-MINVU), the municipal authorities, the Port Enterprise of Valparaíso, representatives of other economic sectors of the city (e.g. commerce, services and education), representatives of civil society (e.g. cultural and environmental, and local organizations);
3. To make efforts to produce a Study of the Environmental Impact and a Report on the Environmental Impact of the proposals of Terminal 2 and the Mall Plaza Barón so as to assess the environmental, economic, social and heritage impacts on the city and to evaluate alternatives for use and land use occupation of the ocean border and to propose mitigation actions. The methodology of Heritage Impact Assessment (HIA) in accordance to ICOMOS guidelines, may be helpful for this task;
4. To make efforts to negotiate with the port authorities a project of public access and visits to the port precincts.

In relation to the interventions on conservation of the World Heritage property, the Mission recommends the following:

1. To promote and bring forward the interventions on the restoration of buildings, especially in those cases which can have positive effects on the urban recovery of the sector in which they are located.
2. To promote the recovery of dwellings by their owners by facilitating sources of funding and technical assistance.
3. In the intervention works in public spaces to use traditional technologies and materials and to incorporate these into contemporary design.

Annex I

TERMS OF REFERENCE

ICOMOS Advisory Mission to
Historic Quarter of the Seaport City of Valparaíso (Chile)
From 26 to 30 November 2013

The Historic Quarter of the Seaport City of Valparaíso was inscribed on the World Heritage List in 2003 under criteria (iii). The inscribed property encompasses 23 ha, with a 45 ha buffer zone. At its 37th session (Phnom Penh, 2013), the World Heritage Committee recognised the significant efforts made by the State Party to put forward the Master Plan for the property and underscored the importance of the methodology implemented to identify the characteristics of the visual quality of the historic centre that would need to be protected. The Committee also highlighted the commitment of the State Party to find appropriate solutions for interventions at the port area and the active role of civil society in heritage conservation endeavours. It also recognised the complexity of the legal procedures for interventions and of the management arrangements for the property. It therefore recommended that an ICOMOS Advisory Mission be carried out to upstream work and provide assistance for the decision making process for the World Heritage property.

In accordance to Decision 37 COM 7B.95 adopted by the World Heritage Committee at its 37th session (Phnom Penh, 2013), the Advisory Mission shall:

- a) Evaluate the current state of conservation of the property, with particular attention to the impact of activities from tourist cruises, the current status of the traditional fishing sector and the state of the historic built environment;
- b) Assess the overall management and protection arrangements and identify potential areas of improvement to enhance management effectiveness;
- c) Evaluate the different planning tools for the property and provide recommendations on their potential articulation;
- d) Analyze decision-making and approval processes for new development and provide recommendations to enhance participatory processes and institutional platforms for adequately enforcing regulatory frameworks;
- e) Evaluate the on-going and planned projects for the port, with particular attention to the developments foreseen by Puerto Baron project and the Prat Dock. The mission will also evaluate foreseen interventions regarding tourist facilities and real estate projects. The objective of the evaluations is to ascertain whether the project proposals can have adverse impacts on the attributes that convey the Outstanding Universal Value of the property or on its conditions of authenticity and integrity.

- f) If necessary, the mission shall hold consultations with the national and local authorities and other relevant stakeholders regarding the project proposals and identify alternatives in project design and implementation to ensure the adequate protection of the property.
- g) Provide recommendations on the development of Heritage Impact Assessments for planned projects to ensure that the Outstanding Universal Value of the property is not threatened by potential impacts.

Prepare a mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 38th session (Qatar, 2014).

Annex II

ITINERARY AND PROGRAMME

ICOMOS Advisory Mission to
 Historic Quarter of the Seaport City of Valparaíso (Chile)
 From 26 to 30 November 2013

DIA	HORA / JORNADA	ACTIVIDAD	OBSERVACIONES
Domingo 24 noviembre	10:00	Llegada a Chile de <u>Silvio Mendes Zancheti</u> (Icomos Brasil)	.
Lunes 25 noviembre	22:30	Llegada a Chile de <u>Luis María Calvo</u> (Icomos Argentina)	
Martes 26 noviembre	09:00 – 10:30	Saludo y bienvenida del Alcalde de Valparaíso , Sr. Jorge Castro.	Lugar: Alcaldía de Valparaíso
	11:00	Recorrido en embarcación por rada de Valparaíso.	El recorrido se inicia desde el Molo de Abrigo.
	13:00 - 14:30	Almuerzo	
	14:30 - 15:15	Acceso al Museo Baburizza.	
	15:15 - 16:30	Introducción	A cargo de Consejo de Monumentos Nacionales
		Exposición general del Consejo de Monumentos Nacionales (CMN).	
		Exposición general del SEREMI MINVU (Secretaría Regional del Ministerio de Vivienda y Urbanismo)	
	16:30 – 16:45	Café de pausa, con video de Valparaíso.	
	16:45 – 17:45	Exposición general del Ilustre Municipio de Valparaíso	
	17:45 – 18:45	Preguntas de expertos ICOMOS	
Miércoles 27 noviembre	09:00 - 13:30	Recorrido peatonal (parte 1): Plaza Sotomayor, muelle Prat, espigón y costanera. Continuación en sector Muelle Barón, ascensor Barón, recorrido en trolleybus. De	
	13:30 - 15:00	Almuerzo	
	16:00 – 17:30	Reunión con “Ciudadanos por Valparaíso”	Lugar: Parque Cultural de Valparaíso

	17:30 - 17:45	Pausa	
	17:45 - 18:45	Reunión con organizaciones ciudadanas y representantes de la sociedad civil.	Lugar: Parque Cultural de Valparaíso.

Jueves 28 noviembre	09:00 – 13:00	Reunión de trabajo de los expertos ICOMOS.	Consultas al Consejo de Monumentos Nacionales.
	13:30-15:00	Almuerzo	
	16:00 – 18:00	Vuelo en helicóptero.	
	18:30 – 20:00	Recorrido peatonal (Parte 2): distintos sectores del área histórica (Barrio Puerto, Iglesia La Matriz)	Originariamente previsto para la mañana. Realizan el recorrido: Luis María Calvo y dos funcionarios del Consejo de Monumentos Nacionales

Viernes 29 noviembre	08:30 – 13:00	Ronda de encuentros con: Municipio, Empresa Portuaria Valparaíso, Empresa Mall Plaza	
	08:30 - 10:00	Municipio de Valparaíso.	
	10:15 - 11:45	Empresa Portuaria Valparaíso	
	11:45 - 13:30	Empresa Mall Plaza	
	13:00 - 13:30	Recorrido por edificio del DUOC UC	
	ALMUERZO 13:30-15:30	Almuerzo	
	15:30	Traslado a Universidad Técnica Federico Santa María	
	16:00 – 17:30	Reunión ICOMOS Chile	
	21:00	Cena : invitación del alcalde de Valparaíso, sr. Jorge Castro.	

Sábado 30 noviembre	09:30 - 11:00	Reunión con parlamentarios: Diputado Joaquín Godoy Ibáñez, Diputado Aldo Cornejo González, Senador Francisco Chahuan Chahuan y Senador Ricardo Lagos Weber	Lugar: Biblioteca Santiago Severín.
	13:00 – 15:00		

	Tarde	Regreso a Santiago	
Domingo 1° diciembre	70:40	Regreso sr. Luís María Calvo	Viaje gestionado por CMN.
Lunes 2 diciembre	15:10	Regreso sr. Silvio Mendes Zancheti	

Annex III

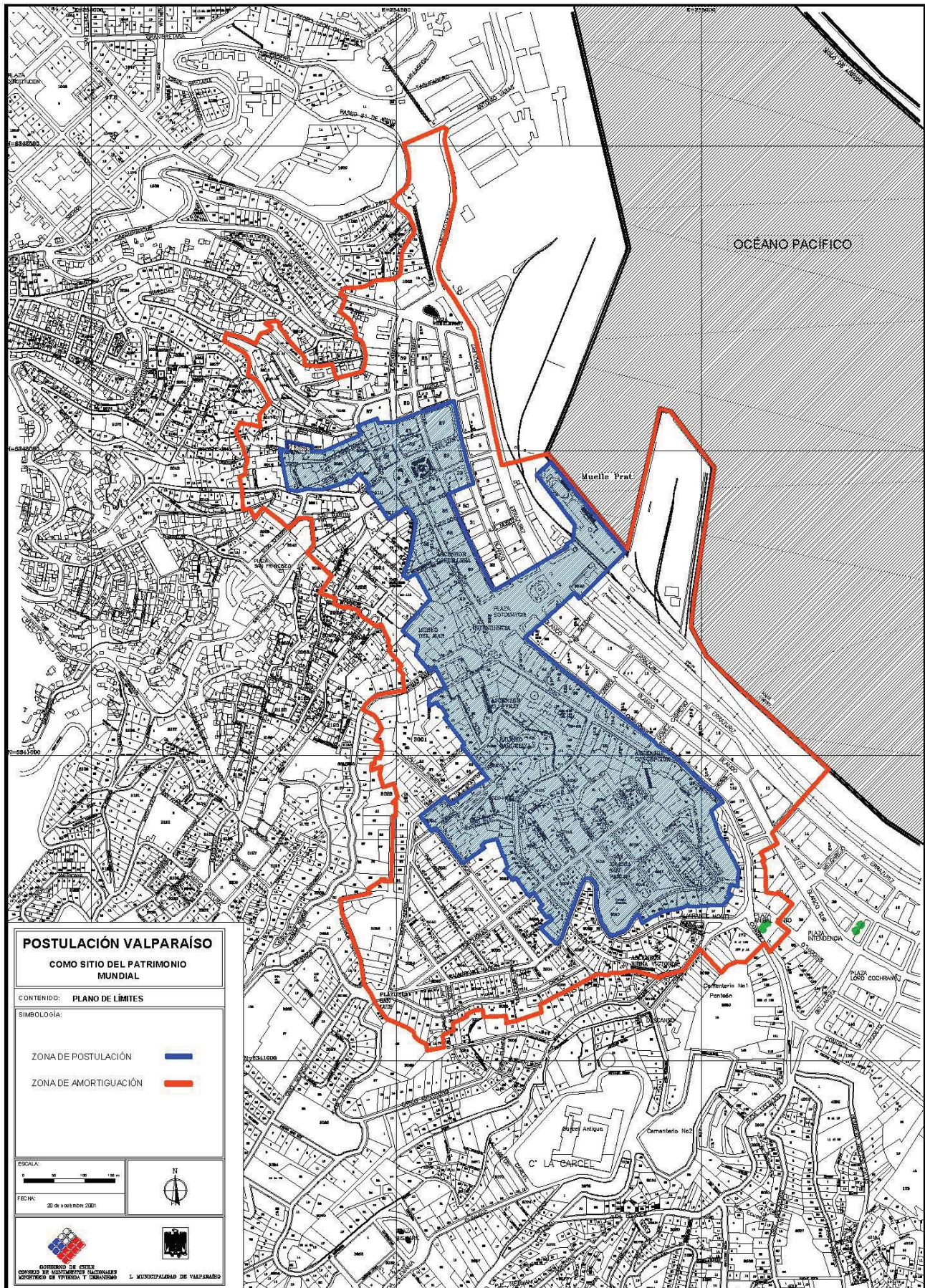
COMPOSITION OF MISSION TEAM

Silvio Mendes Zanchetti (ICOMOS)

Luis María Calvo (ICOMOS)

Annex IV

MAPS



Annex IV

MAPS



Plan showing the current situation of Puerto Valparaíso, the WH Site and its Buffer Zone (on the left), and Puerto Barón (on the right)

Annex V

PHOTOGRAPHS



Bay, Port and City. In the middle: the World Heritage Site.



The WH Site as part of the amphitheatre.



The WH Site as part of the amphitheatre.



Baburizza Palace, recently restored.



The Matrix Church Matriz (source: web). Recently restored.



Cousiño Building (source: web). Recently restored.



Elevador Barón, recently restored.



Plain: Serrano Street. Proper recovery of public space.



Cerro Alegre. Traditional roadway.



Cerro Alegre. Inappropriate renewal of public space.



Cerro Alegre. Inappropriate renewal of public space.



Cerro Alegre. Recovery of public space with traditional materials.



Cerro Alegre. Recovery of public space with traditional materials.



Cerro Alegre. Restored building for hotel use

State of conservation of some monumental historic buildings



Mercado Puerto (source: web). Before its destruction.



Mercado Puerto. Current status of the internal space.



Astoreca Building, in front of Echaurren Square (source: web). An important abandoned building



Subercaseaux Building, in Serrano Street (source: web). Destroyed by fire..



Severin Building (fuente: web). Abandoned and ruined.



Severin Building (source: web). Recovery Project to host the Interdisciplinary Neuroscience Centre of Valparaíso (Centro Interdisciplinario de Neurociencia de Valparaíso)..



Cerro Alegre. Urban sector without recovering.



Cerro Barón (outside the WH property). Urban sector destroyed.

Puerto Barón



Puerto Barón and Bolívar Warehouses from the air.



Archaeological evidences of port infrastructure, next to Bolívar Warehouses.



Puerto Barón and Bolívar Warehouses from Baron Pier.



Puerto Barón and Bolívar Warehouses from Cerro Barón.



Model of the Baron Mall. The Bolívar Warehouses are subsumed within the Mall project.



Model of the Baron Mall. The Bolívar Warehouses are subsumed within the Mall project.



Bolívar Warehouses, sector to be demolished.



Bolívar Warehouses, sector to be demolished.



Archaeological evidence of railway infrastructure next to Bolívar Warehouses.



Archaeological evidence of port infrastructure next to Bolívar Warehouses.

Annex VI

Retrospective Statement of Outstanding Universal Value ¹



Declaración Retrospectiva de Valor Universal Excepcional del Sitio de Patrimonio Mundial Área histórica de la ciudad-puerto de Valparaíso

Aprobada por el Comité del Patrimonio Mundial de la Unesco en su 37^a Reunión Ordinaria en Nom Pen, Camboya, 2013 (Decisión 37 COM 8E).

Retrospective Statement of Outstanding Universal Value for World Heritage Site Historic quarter of the Seaport City of Valparaíso

Adopted by the World Heritage Committee at its 37th session in Phnom Penh, Cambodia, 2013 (Decision 37 COM 8E).

El documento presenta la Declaración Retrospectiva de Valor Universal Excepcional del sitio, en su versión definitiva y aprobada por el Comité del Patrimonio Mundial de la Unesco en su 37ª Reunión Ordinaria realizada en Nom Pen, Camboya, 2013 (Decisión 37 COM 8E).

Se aporta la versión original aprobada, en inglés, y la traducción realizada por el Consejo de Monumentos Nacionales.

Este documento es resultado de un proceso iniciado en 2010, cuando el Estado de Chile remitió la propuesta de texto, que fue preparado por el Consejo de Monumentos Nacionales y los administradores de los sitios. Esa propuesta fue publicada en 2012 en el libro *Sitios de Patrimonio Mundial en Chile – World Heritage Sites in Chile*, del Consejo de Monumentos Nacionales, la Corporación del Patrimonio Cultural, y la Compañía Minera doña Inés de Collahuasi, en una iniciativa enmarcada en la Ley de Donaciones con fines culturales.

Luego de ser revisada por Icomos, se llegó a su versión definitiva, que fue aprobada por el Comité en 2013, y que se ofrece a continuación.

Área histórica de la ciudad-puerto de Valparaíso

Número de identificación del sitio: 959rev¹

Fecha de inscripción: 2003

Breve Síntesis

Ubicado en la zona central de la costa de Chile, sobre el Océano Pacífico, el Área Histórica de la ciudad-puerto de Valparaíso representa un ejemplo extraordinario de patrimonio de la era industrial vinculado al comercio internacional marítimo de fines del siglo XIX y principios del siglo XX. La ciudad fue el primer y mayor puerto mercante en las rutas marítimas de la costa del Pacífico de América del Sur que conectaban con el Atlántico a través del Estrecho de Magallanes. El puerto tuvo gran incidencia en el comercio de la región desde la década de 1880 hasta la inauguración del Canal de Panamá en 1914. Después de esa fecha su desarrollo se desaceleró, permitiendo que el puerto y su tejido urbano característico se preservaran como un testimonio excepcional de la fase temprana de la globalización.

El centro histórico de Valparaíso se asienta en la planicie costera y en parte sobre los empinados cerros que lo rodean, donde nació la ciudad. Está compuesto por cinco sectores que se entrelazan: Iglesia La Matriz y Plazuela Santo Domingo, ubicado entre los cerros y el plan, que comprende la iglesia y edificios de fines del siglo XIX de típico estilo arquitectónico portuario; Plaza Echaurren y Calle Serrano, de naturaleza predominantemente comercial y marcado por la presencia del Mercado Puerto, negocios y ventas ambulantes; el Muelle Prat y las Plazas Sotomayor y Justicia, que componen el principal eje transversal del área y abarcan los mayores espacios públicos; la Calle Prat y la Plazuela Turri junto al pie de cerro, con numerosos ejemplos de arquitectura monumental; y los Cerros Alegre y Concepción, que conforman un solo barrio planificado y construido en gran medida por inmigrantes alemanes e ingleses, con plazas, miradores, explanadas, callejuelas, escaleras, y las principales estaciones de algunos de los ascensores funiculares típicos de Valparaíso.

La naturaleza excepcional del centro histórico de Valparaíso proviene de una combinación de tres factores, todos relacionados a su función de puerto: su particular entorno geográfico y topográfico; sus formas urbanas, trazado, infraestructura y arquitectura; y su atractivo e influencia con respecto a personas de todo el mundo. El carácter de Valparaíso fue fuertemente marcado por la geografía de su ubicación: la bahía, los estrechos terrenos llanos de la costa (en gran parte artificiales), y los escarpados cerros cruzados por numerosas quebradas crearon el trazado en forma de anfiteatro. La adaptación de las construcciones a estas difíciles condiciones geográficas produjo un conjunto urbano

¹ En la decisión 37 COM 8E hay un error en el dato correspondiente al N° de identificación del sitio (se indica 1214) y al año de inscripción (se señala 2006); en este documento incluimos el dato correcto.

innovador y creativo que destaca las particularidades de cada objeto arquitectónico, sobre la base de la mentalidad tecnológica y empresarial típica de la época. Debido a su preeminencia la ciudad fue poblada e influida por gente de todo el mundo. El tejido urbano y la identidad cultural de Valparaíso se distinguen por una diversidad que la diferencia de otras ciudades de América Latina. Desde una perspectiva urbana, el resultado de esta exigente geografía, impulso modernizador y diálogo intercultural es una ciudad americana totalmente original que posee la impronta de fines del siglo XIX.

Criterio (iii): Valparaíso es un testimonio excepcional de la fase temprana de globalización de avanzado el siglo XIX, cuando se convirtió en el puerto comercial líder de las rutas navieras de la costa del Pacífico de Sudamérica.

Integridad

Dentro de los límites del bien se encuentran todos los elementos necesarios para expresar su Valor Universal Excepcional, incluyendo su trazado urbano, espacios públicos y edificios, que varían desde viviendas muy sencillas a edificaciones monumentales con una variedad de técnicas de construcción, estilos y adaptaciones al paisaje; el patrimonio portuario y naval, representado por el Muelle Prat y los edificios de servicios navales y de aduanas; la infraestructura de transporte, con los ascensores funiculares y los trolebuses clásicos de la época; y una serie de expresiones de patrimonio inmaterial. Todos estos elementos ilustran el rol protagónico del área histórica de la ciudad-puerto de Valparaíso en el comercio mundial vinculado a la era industrial de fines del siglo XIX. Sin minimizar las dificultades en la conservación que son inherentes a una ciudad portuaria habitada, se puede afirmar que el bien ha mantenido su integridad.

Autenticidad

El Área Histórica de la ciudad-puerto de Valparaíso es sustancialmente auténtica en cuanto al conjunto de formas y diseños, materiales y esencias, usos y funciones, y ubicación y entorno. Ha conservado en gran medida las características clave de su apogeo de fines del siglo XIX y principios del siglo XX, incluyendo sus elementos urbanos, su arquitectura, sus sistemas de transporte, y partes de su infraestructura portuaria. Estos rasgos esenciales son auténticos y se han mantenido con el propósito de asegurar la continuidad de su uso, su función y sus técnicas de construcción. La relación del bien con el paisaje, y en particular el trazado en forma de “anfiteatro” también han sido mantenidos.

El Área Histórica de Valparaíso tiene sin embargo desafíos para mantener su autenticidad, sobre todo en relación a conservación y control. Se está abordando el daño a varios edificios debido a un incendio en 2007 y a un gran terremoto en 2010.

Requisitos de protección y gestión

El Área Histórica de la ciudad-puerto de Valparaíso, que combina bienes privados y públicos, es administrada a través de la Dirección de Gestión Patrimonial de la Municipalidad de Valparaíso, entidad específicamente responsable del manejo del bien. El bien, de 23,2 hectáreas, y gran parte de su zona de amortiguamiento –de 44,5 ha-, han sido declarados Monumento Nacional, y por ello son supervisados por el Consejo de Monumentos Nacionales de Chile. El Ministerio de Vivienda y Urbanismo también supervisa el área completa, en virtud de su condición de Zona de Conservación Histórica, que se extiende más allá de los límites del sitio y su zona de amortiguamiento. Esta zona cubre dos tercios de la ciudad, en relación tanto al anfiteatro natural que caracteriza el área urbana completa (definida por la Av. Alemania –el nivel de 100 m- desde Cerro Playa Ancha a Cerro Esperanza) y el plan de la ciudad (área de El Almendral).

Está en proceso de elaboración un Plan de Manejo y Conservación comprensivo, para responder a los desafíos en relación a la conservación y la planificación y para mantener el Valor Universal Excepcional del sitio. Él armoniza el Plan Regulador Comunal con la condición de Monumento Nacional del bien, y aborda materias relacionadas a la planificación y regulación urbana, integridad visual, equilibrios entre patrimonio y desarrollo, directrices estratégicas (incluyendo iniciativas económicas y financieras) y sistemas de monitoreo.

Mantener el Valor Universal Excepcional del sitio en el tiempo requerirá completar, aprobar e implementar el Plan de Manejo y Conservación comprensivo, y asegurar recursos financieros para la conservación. La recuperación y puesta en valor de los sectores que están deprimidos y que tienen problemas sociales es de particular importancia. Por otra parte, será necesario reconciliar los esfuerzos de desarrollo económico (comercial y turístico) con las inquietudes de la población tradicional. Se debe poner atención a la salvaguarda de la infraestructura relacionada con las funciones históricas del puerto y el patrimonio cultural subacuático y asegurar la sostenibilidad de los sistemas de transporte tradicionales (ascensores y trolebuses). Debe abordarse también las amenazas reales y potenciales y los riesgos, incluyendo la infraestructura de servicios básicos (agua, gas, electricidad), las vulnerabilidades de los materiales (la amenaza de los insectos xilófagos, por ejemplo), así como los desastres naturales (terremotos, inundaciones, incendios).

Historic quarter of the Seaport City of Valparaíso

Id. N° 959rev

Date of inscription: 2003

Brief synthesis

Located on central Chile's Pacific coast, the Historic Quarter of the Seaport City of Valparaíso represents an extraordinary example of industrial-age heritage associated with the international sea trade of the late 19th and early 20th centuries. The city was the first and most important merchant port on the sea routes of the Pacific coast of South America that linked the Atlantic and Pacific oceans via the Strait of Magellan. It had a major commercial impact on its region from the 1880s until the opening of the Panama Canal in 1914. After this date its development slowed, allowing its harbour and distinctive urban fabric to survive as an exceptional testimony to the early phase of globalisation.

Valparaíso's historic quarter is located on the coastal plain and part way up the steep surrounding hills, where the city first developed. It is composed of five interlaced neighbourhoods: La Matriz Church and Santo Domingo Square, located between the hills and the plain and comprised of the church and late 19th-century buildings typical of the seaport architecture; Echaurren Square and Serrano Street, predominantly commercial in character and marked by the presence of the Port Market, commercial establishments and active street trade; Prat Pier and Sotomayor and Justicia squares, comprising the main transversal axis of the area and containing the largest public spaces; the Prat Street and Turri Square area around the foothill, featuring a number of examples of monumental architecture; and the two hills of Cerro Alegre and Cerro Concepción, a single neighbourhood planned and developed to a large extent by German and English immigrants, with squares, viewing points, promenades, alleyways, stairways and the top stations of some of Valparaíso's distinctive funicular elevators.

The outstanding nature of the historic quarter of Valparaíso results from a combination of three factors, all associated with its role as a port: its particular geographical and topographical environment; its urban forms, layout, infrastructure and architecture; and its attraction to and influence by people from around the world. The character of Valparaíso was strongly marked by the geography of its location: the bay, the narrow coastal plains (largely artificial) and the steep hills scored by multiple ravines together created the city's amphitheatre-like layout. Adaptation of the built environment to these difficult geographical conditions produced an innovative and creative urban ensemble that stressed the particularities of each architectural object, grounded in

the technological and entrepreneurial mindset typical of the era. Consistent with its pre-eminence, the city was populated and influenced by people from around the world. The urban fabric and cultural identity of Valparaíso are thus distinguished by a diversity that sets it apart from other Latin American cities. From an urban perspective, the result of this challenging geography, modernizing impulse and intercultural dialogue is a fully original American city with the stamp of the late 19th century upon it.

Criterion (iii): Valparaíso is an exceptional testimony to the early phase of globalisation in the late 19th century, when it became the leading commercial port on the sea routes of the Pacific coast of South America.

Integrity

Within the boundaries of the property are located all the elements necessary to express the Outstanding Universal Value of the Historic Quarter of the Seaport City of Valparaíso, including the urban layout, public spaces and buildings, which range from very simple houses to monumental buildings in a variety of construction techniques, styles and adaptations to the landscape; the port and naval heritage as exemplified by Prat Pier and the customs and naval services buildings; the transportation infrastructure, including funicular elevator and trolley systems typical of the period; and a number of expressions of intangible heritage, all of which illustrate the historic quarter of the seaport city of Valparaíso's leading role in the global commercial trade associated with the late 19th century industrial era. Without minimising the conservation challenges inherent to a living port city, the property has maintained its integrity.

Authenticity

The Historic Quarter of the Seaport City of Valparaíso is substantially authentic in terms of the ensemble's forms and designs, materials and substances, uses and functions, and location and setting. It has largely retained the key features of its heyday in the late 19th and early 20th centuries, including its urban elements, its architecture, its transportation systems and parts of its port infrastructure. These essential features are authentic and have been maintained with an eye to continuity of use and function as well as construction techniques. The relationship of the property with the landscape, and in particular the "amphitheatre" layout, has also been maintained.

The historic quarter of Valparaíso nevertheless has challenges to maintain its authenticity, particularly in relation to conservation and planning control. Damage to several buildings due to a fire in 2007 and a major earthquake in 2010 is being addressed.

Protection and management requirements

The Historic Quarter of the Seaport City of Valparaíso, a mixture of public and private properties, is administered through the Municipal Heritage Management Department, which is specifically responsible for overseeing the management of the property. The 23.2-ha property and much of its 44.5-ha buffer zone are designated a National Monument, and are therefore overseen by the National Monuments Council of Chile. The Ministry of Housing and Urban Development also supervises the entire area by virtue of the Historic Preservation Zone established in the area, which extends beyond the boundaries of both the property and the buffer zone. This Zone covers two-thirds of the city, with reference to both the natural amphitheatre that characterises the entire urban area (defined by Avenida Alemania – the 100-m level – from Cerro Playa Ancha to Cerro Esperanza), and the City Plan (area of El Almendral).

To respond to challenges in relation to conservation and planning control and to sustain the Outstanding Universal Value of the property, a comprehensive Management and Conservation Plan for the property is in the process of elaboration. It reconciles the Communal Regulating Plan with the property's National Monument status, and addresses related urban planning and regulation issues, visual integrity, heritage/development balances, strategic guidelines (including economic and financial initiatives) and monitoring systems.

Sustaining the Outstanding Universal Value of the property over time will require completing, approving and implementing the comprehensive Management and Conservation Plan for the property, and ensuring financial resources for conservation. The recovery and enhancement of the sectors that are depressed and have social problems are of particular importance. Moreover, it will be necessary to reconcile economic development efforts (both tourism and commercial) with the special character of these sectors, and with the concerns of their traditional population. Attention also needs to be paid to safeguarding the infrastructure related to the historic functions of the harbour and the underwater heritage and ensuring the sustainability of traditional transportation systems (funicular elevators and trolley cars). Known and potential threats and risks must also be addressed, including the infrastructure of basic services (water, gas, electricity), the vulnerabilities of materials (the threat from xylophagous insects, for example), as well as natural disasters (earthquakes, floods, fires).