



**ICOMOS Mexicano, A. C.**  
Consejo Internacional de Monumentos y Sitios  
International Council on Monuments and Sites  
Conseil International des Monuments et des Sites  
Organismo "A" de UNESCO

## **THE ZACATECAS CHARTER**

### **THE CITIES AND THEIR HERITAGE ENGAGEMENT WITH INTEGRAL PLANNING**

The attendants to the XXIXth International Symposium on Conservation of the Cultural Heritage organized by ICOMOS Mexico and sponsored by the Government of the State of Zacatecas, met in Zacatecas city from the 26 to the 28 of November 2009 with the purpose of discussing the subject; "The Cities and their Heritage - Engagement with Integral Planning". Speeches from national participants from 20 states of Mexico and 4 international experts coming from Costa Rica, Spain, Uruguay and Venezuela were presented. The participants agreed in first place to thank Mrs. Amalia Garcia Medina, governor of Zacatecas State, to the Ministry of Tourism and to the Ministry of Urban Development and Public Works of Zacatecas State, as well as to the authorities of the city of Zacatecas and to the authorities of the Municipality of Teúl de González Ortega for all the supports and attentions and for the generosity and warmth towards all the participants to the Symposium.

In the same way ICOMOS Mexico would like to thank the generous participation of the international speakers in the development of this meeting and specially in writing this document. The architect Carlos Clemente (Spain), architect Walter Debenedetti (Uruguay) and Dr. Mónica Silva (Venezuela) were kindly involved in the design of this document, which reflects the richness and diversity of ideas and positions as part of this Symposium, for this reason the organizers of the event give them a special recognition.

To finalize, the participants in this Symposium recognize the vision with which ICOMOS Mexico touches the subject of protecting the cultural heritage of the cities and its relation to the regional integral planning and as a result they agree to adopt the following;



## **Conclusions**

### **The Territory and the City**

1. The regulation of the territory has to be understood as a group of actions and programs of integral performance, which its main objectives are: to improve the life quality of the population, encourage the urban growth in an organized way and to procure the social cohesion in the territory, promoting a sustainable and democratic use of natural and cultural resources.
2. The sustainability concept is based in recognizing the limits and the potentiality of the human beings, their culture, and the environment, this gives them value and continuity, inspiring a new understanding of the world in order to face the challenges of mankind in the third millennium. It is a new form of thinking in which the human beings, their culture and the environment are inseparable.
3. The challenges of sustainability of the cities and their heritage in the XXI century are produced by: a) The national and regional identity crisis due to globalization, massive consumption and the superficiality of the culture, b) crisis in the cities caused by the deformed and damaged relations among the city and its territory, the private space and the public space and the citizens and the public space, c) crisis in the society due to the loss of values, of quality in the education, lack of security, of integration and cohesion, d) global environmental crisis represented by the climate changes and their consequences, and d) global economic crisis which passes through all the other crisis. This multiplication of dimensions and complex situations of the reality, is urging new instruments and new ways of thinking in reference to the city and its heritage and makes, in the same way, necessary to have an integral and sustained vision of the territory and the heritage planning.
4. The landscape and natural heritage visuals have to be included in the planning and execution of the actions to protect and preserve the environment together with the historical heritage. The landscape and the



visuals of the center should be included as part of the preservation strategy of a historical center, with an adequate catalogue.

5. The territory should include the environment around the historical sites: the historical center, roads, settlements and the landscape visuals which give the character to each city, insular territory and water in the coastal cities.
6. The protection and catalogue should be integral in the territory, surpassing the old delimitations for the historical centers that have clearly been exceeded and should be reviewed in order to avoid the border effect that the inefficient protection of the twentieth century has produced in the settlements of the environment.
7. Urban and heritage planning should be promoted with a longer temporality, longer than the periods used by the administrations of the municipalities and the states, in order to guarantee its survival in relation to the political times.
8. It is necessary that the territory development and management plans include the most complete political consensus and an active participation of the citizens in the elaboration, management and follow up of the plans. In this way, we are training the civil society in the decision making process.
9. In order to create consciousness, valorization and appropriation of the cultural heritage, we have to promote education in reference to the importance and transcendence that in the day to day life and in the future of a population, the territory has on children and young people.
10. It is necessary that the authorities and promoters of projects and plans related to the protection of cultural sites consider the importance of having the sufficient funds to achieve the urban - territorial development and the safeguard of the heritage.

### **The City and its Heritage**

1. The cities are the visible face of the identity of their inhabitants, but coexisting with them are a series of subtle and intangible expressions: traditions, customs, ways of doing and thinking, the vision of the world and of the cultural heritage. These expressions give a meaning to the place



and are part of the historical urban landscape. In order for the heritage to have a future, the inhabitants have to have the responsibility of living in a sustainable way with the natural and built environment, added to the worry about conserving it.

2. The heritage is not only a set of goods and buildings with a relevant cultural or historical importance, but the entire dynamic and live creation of man and nature.
3. The urban historical landscape, emerges from a new way of looking at the city, its historical center and the natural and built environment, with an integral vision in the management, preservation and planning.
4. The heritage has a universal value of cultural and historical projection that has to be reflected in an adequate response of the society to every place. For this reason, the strategies of inter-institutional agreements and the international cooperation are essential figures for the programming and execution in the urban planning.
5. The evaluation criteria of the values of our heritage viewed in an integral way, start with the investigation and knowledge of the site, its origin, its place in the world, its qualities, its characteristical urbanism, the archeology, its architectural typologies, its possible uses, the nature that surrounds it and the cosmo vision of the society that adopts it.
6. It is a necessary that in the urban planning, the historical centers keep their function of "centrality" as an adequate area for the administrative and government facilities, creating a balance with the diversity of uses as well as traditional and modern elements that can coexist in the same space, keeping an active life with profitable and attractive uses.
7. There must be a balance in the urban functions between the city and the historical center. The authentic conservation of the historical centers and its incorporation in the development model of the city, has its main role as urban center and as settlement of social, educational, administrative and residential facilities and not the exclusive and excessive commercial and tourist specialization which takes away from the citizens the real sense of this place, from its roots and from the right to use it with the life quality and enjoyment needed.



8. The city is a complex group of relations and the heritage sites are an integral part of it, for this reason we have to understand that many of the problems of a historical center, do not have a solution in the historical site but in the city as a whole or in the region where they belong.
9. The new paradigm of the city and its heritage has to be based in the interdisciplinary analysis, including aspects as the use, population density, destinations or social values, which are essential in the processes of integral preservation of a city and its heritage. In the old city, people from all the social levels share the same urban spaces.  
With the growth of the city without an adequate planning, ghettos or areas that are not available for all the social levels may be produced, creating spaces that are inaccessible to all citizens and therefore take away their right to enjoy and develop themselves in their own city and showing signs of disengagement between the historical center and its population.
10. For this reason, the integration of the historical city with the new city and the way both interact with an existing natural environment, and a built and immaterial heritage, should be the result of a multidisciplinary job in the planning, monitoring and evaluation, involving the society in its whole, in all these steps and generating strategies that allow the interaction of the historical center with the rest of the city, mainly in the creation of buffer zones, the preservation of the historical memory and democratization of the heritage spaces that allow the collective appropriation.
11. It is necessary to design public policies that generate integral preservation strategies of the historical centers with a wide vision of the role they have in the development of the city and its region in the future and in the frame of the preservation of its cultural values. For this reason, the public policies should also contemplate particular strategies for the balanced development of the historical cities and for the rich and diverse material and immaterial heritage contained in them.
12. For these reasons, the elaboration and implementation of management and conservation plans is inevitable, as these instruments privilege the preservation of the heritage integrated to a natural and cultural context (rural or urban), live and changeable, where a sustained development for a city and its region can be achieved.



13. The management plans represent an opportunity to identify cultural values, as the natural and urban landscape, the built heritage, the archeological sites, the urban ensembles, the transformed landscape and the immaterial heritage. The development and execution of such plans may allow the establishment of the necessary measures in order that the bases for the sustained development of a territory are supported in the preservation of their cultural values.  
They should as well, guarantee the development of authentic, integral and sustained actions and constitute a technical instrument that contains the strategies, criteria and necessary actions to guarantee the most favorable use for the community that inhabits it. It is necessary that these plans establish the possibility of developing new protection models from the cultural and natural qualities of a territory and also include aspects that are part of the current life and need special attention.
14. The management plans of the historical centers must consider the achievement of catalogues and inventories of the protected and to be protected elements and should include: the urban landscape, the modern heritage as manifestations of modern ways like XIXth Century techniques sometimes used in XXth Century forms, the industrial heritage landscape, archeological and paleontological sites, urban ensembles, public spaces, the urban furniture and ornamental elements, the natural heritage as protected species, gardens, water flows and green areas. From these elements, a real engagement of the planning and development of the city with its territory and environment is produced.
15. The information obtained from these plans, must support the investigation and furthermore, it must be used as a support for the decision making.
16. In the same way, every management plan should establish the temporality and the terms for its evaluation and review, guaranteeing that this document exceeds the political periods in favor of the continuity of the actions in the mid and long term. The management plans should as well, point out the management indicators which determine action parameters of the public policies, through the identification of critical aspects related to the area to be managed and to the follow up of the implemented actions from the moment they are identified.



### **The City and the Civil Society**

1. The protection, preservation and rescue of the built and natural heritage of the cities, depend mainly on the social awareness and social assessment of them. The government's function is not only to be the receptor of the citizens' initiatives, but to act as promoter of the organized actions of the citizens, generating educational actions at all levels, about the importance of having a participating society in the context of an integral and sustained management of historical centers. The educational actions should be directed mainly to children and all students, including university and postgraduate levels.
2. There should be a feedback process in which the information generated from the polls, workshops and other measuring mechanisms, as well as from the citizen's participation, is included in the integral planning process.
3. In the context of the social participation in the process of integral planning of the historical centers, it is fundamental to identify the key persons and opinion leaders in order to include them in the public, private and social efforts in favor of defining the most convenient policies and strategies for improving the quality of life of the citizens in the historical centers.
4. All the information generated from the first steps of the elaboration of the management plans, has to be accessible to the civil society, taking advantage of the new technologies in networks and multimedia, giving importance to the information about the recognition of values of the site so as to increase the identity pride of the citizens with their city.
5. It is necessary to include in the management plans some instruments that allow social co-responsibility generating a sustained development from productive projects (such as cultural tourism) having as their objective, the preservation of the historical center. It is the obligation of the authorities to broadcast among the population, the development plans and to develop the instruments that permit a larger social participation, in the design, improvement, review, monitoring and evaluation of these plans.
6. The planning instruments should consider intervention programs in specific areas (as districts, neighborhoods, housing blocks) and should be focused in recovering the public space as an aspect of specific importance to the citizens, for the enhancement and appropriation of their heritage. It is also





important that the management plans in historical cities consider the landscape as a substantial element, moreover, as a public good.

### **The City its Heritage and Legal Context**

1. It is necessary to review, as one of the protection strategies for the cultural heritage of a city, the legal current context in order to revalue the distribution of competencies and the establishment of the coordination measures between the national and local authorities, as well as, the creation of specialized protection instruments and the strengthening of social participation.
2. The creation of a legal system focused to guarantee the protection and engagement of the city with its heritage, has to be based on three important aspects: a) The acknowledgment of the right that every individual has to enjoy a well preserved urban landscape (and specifically a historical landscape); b) The establishment of the instruments that guarantee the rational use and the sustained development of historical centers; and finally c) The coordination mechanisms between the norms and the planning instruments.
3. The "monumental zones" cannot be the only proposals of areas to be protected or assessed as cultural heritage in the cities, since these cities have several values that are often separated from the settlement centers and should not be isolated from them. Therefore, the protection and assessment should integrate all the values of a selected area, as the heritage of a city as a whole. A more complete legislation has to be promoted in order to save the city heritage in its several faces and temporalities and not only considering them as buildings with certain characteristics, limiting in this way the protection, to a partial and subjective valuation.
4. It is necessary to promote a legislation that privileges the protection of the authenticity and integrity, as an inherent condition of the cultural goods. In this same sense, we have to also promote, the specialization and actualization of the government institutions and of the professionals that participate in the historical centers. The supervisors and managers responsible for the construction work in the project should also be included





in the above mentioned, so that they can act as conservation agents of the historical centers.

5. It is important that the legislation in terms of historical centers, include funding mechanisms and tax benefits that promote the execution of the conservation works for the preservation of the cultural heritage, provided that these instruments comply with all the parameters stated in the current norms. It is necessary as well, to include in the legislation the corresponding penalties to the authorities and owners whenever they intervene or omit the necessary intervention in the cultural heritage.

The attendants to the symposium suggested the following:

### **Recommendations**

1. Review the federal and local legislation in reference to cultural heritage in order to integrate the concept of management plans in this regulatory framework, and modify the current mexican definitions of zones and sites of archeological, historic and artistic monuments for the ones adopted by UNESCO including all its meanings.
2. Promote the obligation for the historical cities and towns with recognized heritage value, to have an integral management plan of their heritage and to have the corresponding regulations to guarantee its feasibility.
3. Achieve the habitability in the historical cities through the quality of housing and environment, providing the uses, land densities, care of public spaces and basic urban facilities.
4. Conciliate the interests of preservation, cultural tourism and urban planning through the development of public policies and the conciliation of the legal instruments for the three areas.
5. That ICOMOS Mexico propose to the state of Zacatecas, the presentation of the integral preservation project of San Agustin, for the International



Reina Sofía Award on Restoration in Latin America due to its innovative project that combines IT technologies with the strict and scientific work during 15 years in favor of the preservation of the heritage. The virtual recovery, deserves to be nominated for an international award and for a prestigious prize, as the Reina Sofía Award.

6. That the municipality of Zacatecas review the criteria they are using for substituting the stones in the arches of the aqueduct, specifically the ones near the Quinta Real Hotel, instead of consolidating the existing ones.
7. That the city of Zacatecas promote in a decisive way, the protection of the "fifth façade" by using green roofs and other mechanisms of use and protection, so that the visuals from "La Bufa mountain" are in accordance to the visuals of the built heritage at street level.
8. Taking into consideration the next change in the Government of Zacatecas, new mechanisms to guarantee the continuity of the plans and programs related to the protection of the heritage should be established, prevailing over political times.
9. An integral urban development plan or program for the historical center of Zacatecas, should be designed that considers the whole city and not only the part included in the historical polygon. In this way, the peripheral neighborhoods and districts, the accesses to the city, the landscape visuals and the future urban growth will be improved under these principles.
10. Reinforce the conservation activities in the town of Teul de Gonzalez Ortega, promoting concepts of authenticity and integrity, over the homogenization of public spaces and the industrial heritage elements as the XIXth Century gargles and the pots in balconies; and promote a greater participation of specialists in the different specialties of heritage conservation.
11. That the municipality of Puebla accelerate the necessary procedures to accomplish, as soon as possible, the actualization of the Partial Plan for the Historical Center of Puebla, in order to have an instrument that regulates with an integral vision, the interventions of urban "embellishment" and focus mainly in the rescue of human, social and economic values, resulting in a better quality of life of the inhabitants and a sense of belonging to the neighborhood and its identity.



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12. Special attention should be given to the plans, programs and actions to protect the cultural heritage and environment of Cuauhtinchan, Puebla, including its region, that benefits from its landscape visuals.
13. Establish a Management Unit for the Historical Center of Oaxaca Management Plan.

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