Towards an Integral Heritage Rehabilitation

A Case Study of a Wooden City in Southern Chile, Valdivia

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In Southern Chile, historical sites declared as Typical Zones (TZ) - Zonas Típicas - are subject to conflicts that brings up serious concerns on heritage restoration regarding land use management of surrounding areas. New challenges are set regarding the definition of heritage value to include the physical, cultural, morphological and economic contexts. As the emergence of primary rural and urban settings built out of wood, current historic settlements are named as “Wooden Cities” with 150 years old. Management conflicts are apparent whereas heritage administration is scattered and segmented between many institutional agencies and lack of unity in sites that are characterized to serve public interest as a whole. In correlation with the national regulation framework on heritage conservation, heritage values (HV) are categorized in factorial assets opens the door for developing opportunities for cultural heritage and urban context objectives. The research presents an empirical case study launched was a call for valorizing the TZ in Valdivia during the planning intervention of a mandated bridge construction by the Ministry of Public Works, where its access is planned to use part of that historical area. Through the empirical, multifocal and qualitative analysis, cross-disciplinary research diagnosis, focuses on a case study of Wooden Cities. This could help in enhancing the quality of strategic plans and provide solutions to insure an integral development. Furthermore, the pragmatic research, analysis and outcomes helps to understand that several entry points can be used to both, develop and conserve a protected area in benefit of cultural landscape of the Wooden Cities. Through interpreting the protected site as a dynamic context, a local model could be initiated for Wooden Cities. Last but not least, the diachronic analysis and the association to positive externalities establishes alignment within global framework and sustainability measures.

Keywords: Heritage, Typical Zone, Development, Sustainability, Innovation

1. Introduction

For the last two decades, urban culture and heritage have significantly been threatened from mounting pressures of urbanization. Conservation and safeguarding themes have long debated among the international level (UN-HABITAT, 2015). Nowadays, the definition and role of cultural heritage scope has been widened to include issues that could have not been thought about 50 years ago. The relevance attributed nowadays in Chile’s cultural politics conservation management, challenges the relationship between institutionalized heritage sites and their surrounding areas, resulting in evidence of need of widening heritage scope. Under local tools¹, neighbourhoods in historical sites in Southern Chile, have weakly managed to be protected from disappearing. Some are perceived immobilized for the achievement of better quality of life. However, the application of local definitions and heritage factors are still in need of an integral clear understanding of the context and coping with the global standards. There is a major difference between the national legal framework and the global one that emerges from international directives and agreements. Chilean national legislation still treats protected heritage assets as object which restricts heritage management as a development opportunity of a living site, as recommended the international guidelines of managing cultural world heritage (Duhadle, 2005; González et. al., 2012; UNESCO et al., 2013). Global tools and guidelines give prominence to culture as a land-based identity, acknowledge scales, update debates, and expand heritage identification and definitions (UNDP, 2015; UNESCO, 2017; UN-HABITAT, 2017). Qualitative requirements are undermined by the lack of greater cross-sectoral coordination regarding heritage assets managed by ministerial portfolios with their own urban goals and quantitative impact measures for inputs at the national hierarchical level (WHC, 2004). The research demonstrates the factors of cultural heritage definition in the Southern Chilean context, assessed to give shape to the protection of a historic zone based on international tools when responding to the requirements of the Environmental Impact Assessment System.

In the Southern Chile, heritage assets of urban historical developments are mostly wooden-built buildings of no more than 150 years. Wooden-built settlements aligned with the habitat of Mapuche communities predominant until the end of XIX has resulted in the emergence of the first rural and urban settings of the South. Issues and challenges related to heritage conservation can be identified in those settlements and neighbourhoods established between the late 19th century until the late 20th century. The research designates such characterized settlements as Wooden Cities as a reference to how cultural landscape is identified in its social and geographical setting. Currently, Wooden Cities are facing a number of challenges regarding an

¹ Valuing Heritage Program, MOP. Heritage Reconstruction Plan Program, MINVU, and local plans managed jointly by municipalities (initiative), sectors (advisory services and standards) and private businesses (funding.)
integral rescue and conservation discourse counting the different factors of heritage development. This results in the lack of sustainable conservation procedures, which influences the restoration within an inconsistency of an joint vision of cultural heritage and planning development (UNESCO, 2013).

TZs are subject to a number of conflicts that casts serious concerns on heritage restoration. The main legal body for the protection of cultural heritage in Chile corresponds to Law No. 17.288 of National Monuments Council (CMN), which dates back to 1970. The declaration states a number of classifications of national monuments which includes historical buildings managed by the Ministry of Housing and Urban Development (MINVU) as well Typical Zones (TZ) under purview of the National Monument Council (CMN, 2011). It characterizes communities by their typical or picturesque appearance and declares their protection and conservation by virtue of its public interest (MINEDUC, 2011; González et al., 2012). To the previous ones, interventions on heritage protected sites, are added the requirements by Environmental Impact Assessment System (Ministry of Environment). The governance of TZs is a combination of national and municipal interest, which produces a conflict in how to innovate for better quality of life and develop accordingly. Financial resources of heritage building restoration are granted through programs under the National Council of Culture and Arts (CNCA) and the Ministry of Public Works (MOP). This tends to hinder a common development platform rehabilitation policy between agencies that take part in this process (Torres, 2014), in correlation with the national regulation framework on heritage conservation and it limitations. The challenge focuses on heritage sites before which scattered, segmented and State centralized heritage administration results to the detriment of local government (municipalities), and strict delimitations between public areas and private property in sites that are characterized to serve public interest as a whole. There fore, the central research problem lies in the insufficiency of the Law to unite and protect TZs as cultural landscape in the South of Chile, were Wooden Cities attempt to rescue local values. These factors limiting heritage sites as whole concept, restricts it management as a development opportunity for cultural heritage and urban context objectives. Consequently, the paper investigates the factors taken into consideration within the Law, defining that TZs, influences the lack of heritage protection. Qualitative requirements are undermined by the lack of greater cross-sectoral coordination regarding heritage assets managed by ministerial portfolios with their own urban goals and quantitative impact measures for inputs at the national hierarchical level (WHC, 2004).

The research questions the necessary factors to be taken into account for an integral restoration of a historic zone (TZ) in southern Chile. Additionally, the main objective of the research is to redefine the historical zones and their value as sustainable development opportunities, helped by the discussion of the process implemented during the bridge’s project. A secondary objective is to enhance public processes that involve legal frameworks, institutions and public funds, introducing management tools to improve the opportunities for success in heritage conservation. The recommendations intended in the results of the paper would help to develop a model that results in a methodology as a subject to replication in Wooden Cities. The research is an empirical case study that focuses on a historical Wooden City registered as a TZ inside Valdivia. This is a cross-disciplinary qualitative research focused on the analysis of a project that has initiated by the motive of a bridge construction in a historic quarter declared as a TZ along the river city of Valdivia. The project was a critical political decision to intervene in an area of a historic zone, in order to upgrade the city’s infrastructural services. The academia had an important role in assessing the area of influence of the bridge construction which arose the topic of reidentifying the TZ as part of the city’s identity. As a collaboration of public and academic help, the project succeeded to develop a new methodology development for multi-focal diagnosis. Therefore, this paper is an attempt to set an basic background to facilitate new tools on similar case studies the process of identifying, designing and executing urban recovery programs (Rojas, 2004).

2. Theoretical Background: Heritage Values in global and local framework

2.1 International definition of heritage values

Significantly, the definition of heritage has changed its reformed scope through time from the 1960s. Based on Ahmad’s (2006) content analysis the definition of heritage internationally, broader understanding of heritage to shift from individual buildings to include groups of buildings, historical areas, towns, environments, social factors. It has moved towards social and cultural practices and values, economic processes (UN-HABITAT, 2015). Lately in the 20th century, heritage definition settled a common ground, between both UNESCO and ICOMOS (2013), to include tangible and intangible heritage significance as well as environments. The following Table 1 demonstrates a compilation of the analyzed literature reviewed regarding heritage values and their factors:

As for tangible values, it was clarified as cultural properties to include monuments, groups of buildings and sites (Ahmad, 2006; UN-HABITAT, 2015). Extending beyond the notion of tangible values, intangible values were explained as the representation of knowledge, skills and cultural spaces within. It defines the recreation of communities in response to their environments, their interaction with nature and their history. It also includes the sense of identity and continuity and thus promoting respect to cultural diversity and human activity (UNESCO, 2003). Scovazzi (2015) has emphasized on the three main components that the last Convention of the UNESCO deals with the intangible cultural heritage: Manifestation, community, and the cultural space. Each component was defined in detailed view in order to qualify the intangible cultural heritage. Manifestation included oral traditions and expressions, including language, performing arts; social practices, rituals and festive events; knowledge and practices concerning traditional craftsmanship (Ahmed, 2006; Scovazzi, 2015). Moreover, the second component of the community was simply explained as the heritage of humanity where the social component plays

2The multi-focal diagnosis included: historical analysis, pedestrian observation, legal framework analysis, measuring spaces and their dynamics, monographic and landscape characterization, public management.
a main role. Cultural space is understood, regarding this component, as not only to be manifested to but shared with someone else where generations transmit knowledge and where cultural diversity is active (Scovazzi, 2015). If cultural space is active, considering the component of time, then cultural heritage is a dynamic process which differs through period change.

\[\text{Table 1. Factors of heritage values; Authors’ construction, 2018}\]

<table>
<thead>
<tr>
<th>Tangible value</th>
<th>Intangible value</th>
<th>Environmental value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monuments</td>
<td>Manifestation</td>
<td>Historic gardens (Man-made)</td>
</tr>
<tr>
<td></td>
<td>(a) oral traditions and expressions, (b)</td>
<td></td>
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<td></td>
<td>performing arts, (c) social practices,</td>
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<td></td>
<td>rituals and festive events, (d) knowledge</td>
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<tr>
<td></td>
<td>and practices, (e) traditional craftsmanship.</td>
<td></td>
</tr>
<tr>
<td>Groups of buildings</td>
<td>Community (Diversity)</td>
<td>Landscape (Man-made and Natural aspects)</td>
</tr>
<tr>
<td>Historic centre</td>
<td>Cultural Space (Identity)</td>
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<td>Site</td>
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</table>

Environments were simply briefed by Ahmad (2006) as natural properties. Defining the environmental factors as two main components of Historic gardens and Landscapes. Moving beyond man-made historic gardens, Montella (2015) has explained landscape as organic product of a community. This is materialized by the evidence of its entire history regarding what has been preserved and lost in the dynamic transformation of its environment, its needs and its capacity to respond. Another definition is the historic landscape declared by the UN-Habitat (2015), which in an urban area is understood as the result of a historic layering of cultural and natural values and attributes.

### 2.2 National definition of historical values and Typical zones

The official declaration of TZs is mandated from the CMN under the Ministry of Education that is stated from Law No 17.288, titled National Monuments and Related Norms. Dating back to 1970, it clearly considers TZs as historical monuments, typical or picturesque areas and sanctuaries of nature with a national interest (González et al., 2012). Initially, the Law mentions the term of TZs in Articles No 29 and 30. As explained and cited from González and his colleagues (2012), the CMN’s decree in 2006 states TZs as:

"... groups of urban or rural real estate, which form a settlement unit representative of the evolution of the human community and that stand out for their stylistic unity, their materiality or constructive techniques; that have artistic, architectural, urban and social interest, constituting areas linked by the buildings and the landscape that frames them, highlights and relates, forming a landscape unit, with its own environmental characteristics, that define and grant identity, historical and urban reference in a locality; town or city ".

From the latter decree, TZs are understood as a physical structure with a social interest, not considering the social interest as part of the heritage value. The Law statement refers to TZs as a tangible form of buildings, surroundings of historic monuments and typologies as architectural style, morphology, etc. Additional reference to natural heritage as mentioned briefly, was reduced to botanical elements found among the properties subject to attention (MINEDUC, 2017). The expected maintenance; of values and surroundings; is the preservation of environmental features understood as the urban setting or the landscape (Torres et al., 2001).

TZs have been classified operationally by CMN in five categories observed as: historic centre, traditional town, environmental historical monument, area and groups of buildings (CMN, Ley N° 17.288 de Monumentas Nacionales y Normas Relacionadas, 2006). Such denominations restrict the various traits that characterize a given area in which they differentiate their degrees of homogeneity or heterogeneity, their spatial dimension, morphological or architectural and its historical-cultural features (González et. al, 2012). All five categories are restricted to be categorized as tangible heritage value if compared to the international definition mentioned previously. The following Table 2, categorizes what had been mentioned by the Law regarding the factors of heritage value in the name of TZs, in or international definition mentioned previously.

Considering the process attempted to declare a TZ in Chile, individuals can lead the application to declare a national monument. This process begins with the preparation of a declaration case whose contents is presented in front of the members of the Council. In accordance, through presenting the historical qualifications, architectural, archaeological and landscape photographs and referential audio-visual material of the proposed area. Despite the long process, the advantage is the autonomy of local communities and private individuals to lead such procedures; unless they are fully aware of their heritage value. This also opens the door for the capacity of communities to technically and financially declare TZs. In other words, gathering citizen support and opinions from “owners and authorities” definitely plays an important role in terms of launching the
procedures, however the long-term management process could be a disadvantage. An evidence for that way of launching procedures, is the significant increase in registration and recognition of Chilean TZs during the last decade, although the existence of a clear policy for economic incentives, tax or other types of support to private owners to maintain and renovate such buildings is yet a missing aspect (Erlij, 2004; MOP, 2010; González et al., 2012). Moreover, the flexibility of the Law does not to differentiate spatially between urban or rural area, gives a wide interpretation of technical instruction in the architectural and patrimonial define the intervention conditions (MOP, 2010). A scenario could emerge in the end, may further increase the risks regarding heritage conservation goals pursued by the policy itself.

*Table 2. Factors of heritage values according to the Chilean Law N° 17.288; Authors’ construction, 2018*

<table>
<thead>
<tr>
<th>Typical Zones</th>
<th>Tangible value</th>
<th>Environmental value</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Monuments</td>
<td>Historic gardens (Man-made)</td>
</tr>
<tr>
<td></td>
<td>Groups of buildings and their typologies</td>
<td>Botanical gardens</td>
</tr>
<tr>
<td></td>
<td>Historic centre</td>
<td>Landscape</td>
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<td></td>
<td>Site</td>
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</table>

2.3 Defining gaps between the local and international valuing heritage

From the above analysis, the Chilean definition of heritage and its values dates back up to the definition of monuments of ICOMOS and the UNESCO in the 1960s as a category of factors of tangible and intangible values. Environments were mentioned in an ambiguous manner, correlating aspects as construction style, materials and techniques that are combined with the surroundings and not defined as an organic product of the community or nature aspects. (Montella, 2015; MINEDUC, 2017) Through cross-cutting local understanding of heritage value under the name of TZs with global definitions of heritage factors, Table 3 is realized to visualize the observed current gap:

*Table 3. The gap of National Chilean heritage values; Authors’ construction, 2018*

<table>
<thead>
<tr>
<th>Typical Zones</th>
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<th>Intangible value</th>
<th>Environmental value</th>
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</table>

Global tools and guidelines\(^3\) give prominence to intangible values as a land-based identity, acknowledge scales, update debates, and expand heritage identification and definitions. By considering these factors, local heritage attributes can be understood as a fabric which in turn, is composed of heritage rehabilitation and contexts, and the construction of the cultural landscape. They are part of the factors assessed to give shape to the protection of a historic zone based on international tools. International definitions consider architectural and landscape factors along with the unavoidable incorporation of the environment (social, ecological, economic), the surroundings, the urban fabric, and culture. This is a major difference between the national legal framework and the framework that emerges from international directives and agreements.

History, culture and the environment are referenced in these documents as components of heritage quality. Among definitions, gaps emerge for urban components’ conservation and restoration projects other than buildings, typologies and morphologies. In this sense, Torres (2014) states as follows: *in terms of policies, except for volume conservation guidelines, in the Chilean context there are no specific regulations for interventions in architectural heritage.*

\(^3\) Referring to the SDGs, New Urban Agenda of Habitat III, WHC-UNESCO
Several heritage conservation projects in Chile, the recent cases in cultural heritage\(^4\) and natural heritage\(^5\), have enhanced the value of heritage within the public opinion and also facing private and public agencies as a development factor of impacted societies (Saelzer, 2014). Architectural restorations with an urban interest –historic zones– following local and national policies under the National Monuments Act (1970), resulting in the conservation of facades and volumes with the ensuing under protection of plots, links with traffic routes, physiognomy, urban landscape and other spaces of public interest. If, however, mutual dependence gives value to a building complex, there would be a legislative deficit regarding the context and interpretation of surrounding areas. In such cases, the heritage asset will remain disconnected from sociocultural and socioeconomic developments, and also from the ecological and biocultural systems when, additionally and in turn, there is relevant natural heritage in the surroundings. The action of wevning protection for heritage pursuing an active rehabilitation with the rest of the city is expected to be relevant in the design of sustainable development. This explains the necessity to include socio-cultural and economic analysis to insure an integral study. The following case study defines the heritage value in a local context of Southern Chile.

3. Applying International Definition of Heritage Value on Local Context: Los Canelos Garden Park, Valdivia

The research focuses on a learning process a case study as an example of a launched to respond the Environmental Impact Assessment System (EIA) requirements as supported by the Academia. Nevertheless, the motive of project assessment was a call for valorizing the TZ in Valdivia during the planning intervention of a mandated bridge construction by the Ministry of Public Works, where its access is planned to use part of that historical area. The research discusses an integral design of “Los Canelos Garden Park” considering the international definition of HV.

Valdivia is considered one of the oldest cities in the Southern Chile, spatially originated by the street of Los Canelos where groups of residential buildings and workshops began to grow from the colonial city and its postcolonial development. While landlords of the German immigrants were consolidated between 1849 and 1860, certain typology of architectural style and spaces have been integrated within the city (Guarda, 2001). Taking advantage of the river location, plots, houses, trails, electrification, and production units were settled along the water way.

For twenty-five years the experience of a TZ in Valdivia has allowed to experience the idea of heritage through its urban life in its streets, its various properties. The area of study was documented back to the year 1774, which facilitated the process od research analysis for data collection and the knowledge of the evolution of the geographical area and the format. The TZ of Valdivia was declared in 1991, beginning from Yungay and General Lagos (GL) street as a structuring road as shown in Figure 1. According to the national declaration DS 89/1991, the former TZ included the following characteristics:

- Two streets (Yungay and General Lagos), which form a road axis from the intersection with Lautaro street to Miraflores street, considering the road and sidewalks.
- The buildings that face these two streets, including all its surface, which would form a polygon and area of the Typical Zone.
- Buildings for their quality and homogeneity, which would be understood as a homogeneous set.
- An environmental character with values.

The historic zone interconnected the inner city’s streets, and therefore it has been discussed in a former version to construct the bridge related to the conservation of the existing urban centre. In 2015, the bridge was planned by a single sector, and because of applying the international factors to HV, it was to be interpreted as a threat for the TZ. When the bridge was relocated for the protection of public spaces (existing streets), at a certain distance from a historic monument and to add up restorations to the architectural heritage, the opportunity emerged for a cross-disciplinary research regarding the need to answer to the multifocal committee of the Environmental Impact Assessment System (SEIA). The relevance gained by the historic zone study for the SEIA called for greater coordination at the sector level, including the Regional Ministerial Secretariat of Housing and Urban Development.

Consequently, the project had the responsibility to recommend the factors taken into consideration in order to define the real HV. A plan metric documentation was analyzed with photographs and images that portray historical as nowadays urban events, allowed to identify various thematic areas in the TZ according to their uses, during their apogee as an extension of the urban area of the city: e.g. neighborhood zones, areas of productive infrastructure, housing area of high social classes, and smaller housing areas. This information allows to recognize and appreciate values and development opportunities in the following Table 4 which analyzes the applied factors and elements studied in the project based on the definition of international HV in the case study:

\(^4\) Impact of the Muelle Barón commercial project (Valparaíso) and Mall (Castro) for the purposes of the World Heritage UNESCO Site regarding the urban landscape and the promotion of a local economy scale.

\(^5\) Liquid industrial waste crisis in a Nature Sanctuary and Ramsar site, where citizen actions result in penalties and continuous protection and development resources.
Table 4. Categorizing factors of heritage values in relevance to the case study; Authors’ construction, 2018

<table>
<thead>
<tr>
<th>Tangible value</th>
<th>Intangible value</th>
<th>Environmental value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monuments (Torreón)</td>
<td>Cultural values of a locality represented by the urban expression</td>
<td>Historic gardens (Man-made)</td>
</tr>
<tr>
<td>Groups of buildings defined in the 1991 decree and its surroundings</td>
<td>Public participation of cultural definition</td>
<td>Landscape associated with a natural context and a context of traces left by human intervention. (River Valdivia)</td>
</tr>
<tr>
<td>Architectural ensembles and architectural typologies that explain the thematic zoning</td>
<td>Observations of anthropological experiences. (Identity)</td>
<td>Bio-landscape context of the environment</td>
</tr>
<tr>
<td>Fences with historical value</td>
<td>Scenery, routes and pedestrian flows, from dynamics of public roads.</td>
<td></td>
</tr>
</tbody>
</table>

After defining the factors of HV according to the local context of Valdivian city; shown in Table 3, an area of influence was spatially identified. The results differed in identifying the impact of a new infrastructure – bridge - in the neighborhood, streets, river bank, and Typical Zone embracing the successions and dynamics of that one and half century. This has required the mandate of historiographic review to propose distinctions of new urban representation. But the interpretations of a sector that, under protection policy, owes its establishment to historical reasons, also owes them to contemporary day-to-day experience. This is what the study has proposed and collected through the recognition of three categories that reflect the distinctions between the conceived city (given city), the experienced city (represented) and the perceived city (conceptual, imagined) (Lefebvre, 2013).

Figure 1. A map of the case study of Los Canelos indicating the intervention area, and the proposed influence area; Authors’ construction, 2018.
4. Conclusions

A wide platform of HV definition and its contribution is left for the academic discussion, since the lack of an integral context to develop historic zones was observed in the study. Valuing heritage depends on each context; however, their factors can give guidelines of enhancing regulatory frameworks. Tangible, intangible and environmental values should be identified through the process of declaring TZs. Based on local heritage analysis, the attribution towards a better incorporation of contexts and complete rehabilitation, suggests the concept of cultural landscape which provides an integral understanding of historical zones. Cultural landscape was briefly mentioned in the Chilean regulatory framework and regional diagnosis. Based on principles of environmental values, innovation is expected as an outcome from conceiving local-neighborhood development through connecting urban development with the cultural and natural heritage.

During the pragmatic research, local residents were asked to define TZ of General Lagos, Yungay neighborhoods. They referred only to the facades of historical buildings as a valued asset, however few of them referred to the original families, industries, and warehouses. This proves the disconnect of local definition of heritage, where public spaces and private property are separate concepts in the process of planning and heritage conservation. Through multi-scaled management projects (including local, regional, national, global), a challenge considering the nature of the Organic Municipality Act and sector state power is observed to hinder developing a better Typical Zones protection policy.

Thereafter, cultural landscapes, representing nature and man combined works, after case study analysis it shows an increasing number of factor in scene: urban, natural, social, finance, management and governance. Along with integral rehabilitation at protected sites, it is an attempt to illustrate the evolution of human society and settlement over time, under the influence of the physical constraints, where opportunities are presented by their natural environment and of successive social, economic and cultural forces, both external and internal. The case study offered opportunities to register non-previous observed institutional aspect and regulatory framework within the understanding of heritage sites. Therefore, it is now a repository of local-national information scope and a learning process regarding protection of historic zones which can be considered as a model for the Typical Zones in the South of Chile. This includes the environmental circumstances and the replicability among Wooden Cities.
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