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Historic Preservation in Waterfront Communities in Portugal and the USA

Carlos Balsas; Zenia Kotval; & John Mullin

Introduction

Portugal's seaport communities are undergoing substantial change. Once protected by the nation's closed economy and restrictions to cultural adaptation, they are now required to face increased competition, shifting markets, the need for increased efficiency and for new infrastructural systems. In addition to all this, the uses of those seaports need to be examined: will they be centers for fishing, freight activities or have mainly tourist functions? Clearly, the Portuguese seaports of tomorrow will not be the same as they are today. While seaport planners struggle with these issues, it is essential that they identify, protect and enhance those elements of the harbors that are important to the nation's patrimony. Indeed, too often, countries in the midst of rapid change ignore those elements and frequently regret their actions at a later time. This paper is a call for a set of actions to insure that these special places are protected. This paper is based on our experience in harbor planning in Portugal and in the United States. In Portugal we have undertaken research on port development in Oporto, Viana do Castelo, Aveiro, Setúbal and Figueira da Foz. In the United States we have researched port development in Providence, Gloucester, New Bedford, Fall River and more than ten small port communities. In addition, we have also conducted library and archival research on harbor development, and interviewed key port development planners on both sides of the Atlantic.

The paper consists of three parts. In Part One, we define the term historic preservation from the perspectives of the United States, Portugal and the European Union and compare the various interpretations. This is important because these perspectives frequently define priorities. For example, in the United States, "nationally significant structures" are treated with more respect than "locally significant buildings." The historic timeframe is also important, for example: a 200-year-old structure in Portugal, given its 800-year history, may have little support in terms of preservation while in America it would be considered a treasure. We will also concisely explain the powers, approaches and incentives that are found in each country. The net result of this section is a framework where comparisons can be made. In Part Two, we examine four case studies where historic preservation actions

have taken place. Two of these case studies are in the US and two are in Portugal. In the US, Gloucester and New Bedford, Massachusetts were selected due to the fact that they are two of the most significant fishing ports in the United States, they are undergoing changes, they are rich in history, and perhaps most interestingly, they are home to a large number of people of Portuguese ancestry[1]. The Portuguese examples center on Viana do Castelo and Aveiro. These cities are revitalizing their waterfronts as changing tastes, competition and fishing restrictions require that they be repositioned to insure economic prosperity. Again, the emphasis is upon the response of city planners to the Portuguese historical legacy. Finally, in Part Three, we answer some critical questions geared toward the importance of historic preservation and we also offer a set of lessons learned that can be valuable to preservationists on both sides of the Atlantic.

I. Defining Historic Preservation

As Murtagh so well recognizes: "The first thing anyone interested in preservation must know is how to talk about the subject."[2] Historic preservation means different things to professionals, politicians and property owners. It is also a concept that varies from country to country. In the United States the most common terms associated with historic preservation are conservation, restoration and reconstruction. In Portugal these terms are salvaguarda, rehabilitação and renovação. At the European Union level, professionals use the term cultural heritage[3] to speak about preservation. In a broad sense, the term historic preservation refers to conserving portions of the urban or natural environment which have historic architectural or cultural significance. It encompasses the range of strategies by which historic structures are maintained, managed and manipulated.[4] The three major reasons for all these terms are: firstly, a reflection of the multidisciplinary professional body that works in this area (architects, planners, historians, economists, etc.); secondly, the evolution of preservation movements throughout the time (and geographical region); and lastly, the different pieces of legislation that frame the working environment of those professionals.

Historic Preservation in the United States of America

In America, "the first motives behind the earliest preservation efforts were neither artistic nor intellectual."[5] They were patriotic and grew up from grass roots efforts in an unorganized way. Ann Cunningham's crusade to save Mount Vernon in 1853 is commonly mentioned as one of the first preservation efforts in the USA. In the early days, the emphasis was on landmarks of historical and cultural value. Throughout the late nineteenth

and early twentieth century many local historical societies were formed to save individual structures or sites. Although up to 1930, Federal involvement in preservation was minimal, the National Park Service was created in 1916 as a result of the intense lobby of the Sierra Club members. In 1935, the passage of the Historic Sites, Building and Antiquities Act was aimed at fostering a national policy to preserve for the public use historic sites, buildings and objects of national significance.[6]

In 1949, the National Trust for Historic Preservation (NTHP) was created as a private, nonprofit organization dedicated to "protecting the irreplaceable" and to furthering the preservationist cause. The NTHP has just celebrated its 50th anniversary with a conference in Washington D.C. dedicated to the theme "Saving America's Treasures." Much of its emphasis is on encouraging local groups, offering technical advice, and lobbying for preservationist causes in state and national governments.[7] After World War II, government and the private sector felt a strong need to cooperate with each other on preservation issues. This need was stimulated by the pervasive effects of two major federal programs: the interstate highway system and the urban renewal movement. These two programs were causing major social displacement and widespread obliteration of visual landmarks, especially in cities. With the National Historic Preservation Act of 1966, preservation efforts were decentralized to the state level. Matching grants up to fifty percent of projected costs were made available to state historic offices. This Act also enabled the creation of a National Register of Historic Places.

However, historic preservation, as the majority of planning activities, takes place at the local level. Due to federal requirements, all states now have a State Historic Preservation Officer (SHPO) which is required "to make inventories, nominate eligible properties to the National Register, prepare a statewide historic preservation plan and provide public information and technical assistance", among other duties. Since 1966 different funding mechanisms have been put in place, in addition to federal tax incentives, there are also state incentives that vary and take many different forms among the states. There are, however, basically six taxation methods used to encourage historic preservation: "exemption, credit or abatement for rehabilitation, special assessment for property tax, income tax deductions, sales tax relief, and tax levies." At the present time, governments at all levels have a greater involvement in preservation than ever before.[8]

Historic Preservation in Portugal

In Portugal, awareness about preserving buildings for their aesthetic value and as reminders of the past can be traced back to the independence of the country in the twelfth century. The early efforts were con-

ducted by Royal Laws or by the initiative of individuals and the selection criteria was mainly the conservation of walls by Christian kings for defense purposes. During the Renaissance period, preservation of monuments was undertaken with the main objective of affirming the country's cultural identity and political prestige.[9] As in other countries, the safeguard of monuments followed mainly historic and archeological criteria.

The first list of monuments dates back to 1880. Although never officially approved, this inventory was used as a reference until the beginning of the 20th century. The first official list of national monuments appeared only in 1909. From then on, the government had a list of priorities for funding the restoration of national monuments.[10] The main legislation pieces relating to the protection of the architectural heritage are the Law Decrees: 20985 of March 7, 1932; 2032 of June 11, 1949; 13/85 of July 6, 1985 and 106-F/92 of June 1, 1992. These last two, in particular, made significant changes to the protection system, through a flexible decentralization of the responsible services for historic preservation.[11]

Table 1. Depicts the evolution of systematic approaches to cultural and historic preservation in Portugal during the 20th century. This evolution of the historic preservation movement in Portugal shows an increasing interest in cultural and historic buildings and landscapes as resources. Criteria have become more comprehensive and address the complex social values existing in cultural landscapes; thus, classifications still emphasize the dominant cultural and historic contexts. Integration and adoption of international charters also took place in Portugal as the country became actively involved with the world wide preservation organizations, such as the Council of Europe, the International Council on Monuments and Sites (ICOMOS) or the United Nations Educational, Scientific and Cultural Organization (UNESCO).[12]

In Portugal, the Ministry of Culture (State Secretariat for Culture) has general responsibility for the country's cultural heritage. However, it is the Portuguese Institute for the Architectural and Archaeological Heritage (Instituto Português do Património Arquitectónico e Arqueológico, IPPAR), which co-ordinates central-government action to promote the conservation and enhancement of patrimony.

Table 1. Evolution of systematic approaches to cultural and historic preservation in Portugal[13]

DATE	EFFORTS/ DOCUMENTS	OBJECTIVES	CRITERIA
1909	- Ministry of Public Works	- First official inventory	- Historic period - Type - Function
1929	- General Directorate of National Monuments	- Restoration works	- Bringing a "pure" style to monuments
1932	- Legislative tools: 1. National Monument 2. Property of Public Significance 3. Municipal Value	- Classification, preservation and allocation of funds for restoring buildings	- Historic periods - Architecture - Art history - Military, clerical architecture
1949	- Law decree 2030/49	- Protection and conservation of municipal sites	- Archeological, historic, artistic and landscape sites
1950	- Social Movements	- Critics of official preservation and restoration efforts	- Local power - Valuing renaissance and baroque - Valuing vernacular
1964	- VENICE Charter/ International	- Reviewing criteria for historic restoration	- Groups of buildings/historic districts - Maintenance of dif ferent architectural features in the same building
1973	- Law decree 8/73 (Urban Renovation Site Plans)	- Renovation of buildings	- Safety and aesthetic conditions of buildings or group of buildings
1976	- Protected landscape law decree: 1. National Parks 2. Natural Parks 3. Sites	- Protection of cultural landscapes and sites	- Rural landscapes with aesthetic, ecological and cultural/vernacular value
1979	- BURRA Charter	- Cultural significant criteria	- Social and ethnic groups
1981	- FLORENCE Charter	- Principles for garden restoration	- Built and natural features - Meanings - Garden art history
1984	- First program for historic gardens	- Preservation and restoration of historic gardens	- Garden art history
1991	- Archeological map of Portugal	- Official list of archeological valuable sites	- Historic periods - Integrity

The Directorate General for Buildings and Monuments of National Importance (Direcção Geral dos Edifícios e Monumentos Nacionais, DGEMN) is responsible for the management of monuments. At the re-

gional level, municipal authorities have a statutory duty to "promote the classification of cultural property which is situated in the area for which they are responsible."[14] At the national level, immovable items are classified as being "of cultural value" by an order of the State Secretary for Culture, drawn up by the IPPAR. The State Secretary for Culture (who has first sought the opinion of local and regional authorities) defines special conservation areas for groups of buildings and sites. Any plan to classify immovable items of local value must be submitted to the regional offices of the State Secretariat for Culture (in Lisbon, Oporto, Coimbra, Évora and Faro). According to an official publication by the IPPAR, a total of 2,712 immovable properties were classified at national level and 2,610 applications for classification were being examined.[15]

For works on publicly owned monuments there is a central government investment and development expenditure program[16] (Plano de Investimentos e Despesas de Desenvolvimento do Administraçâo Central, PIDDAC). Private schemes normally are implemented by foundations, some of which manage major cultural establishments. Examples are the Discovery Foundation, which manages the Belem Cultural Center, and the San Carlos National Theatre Foundation. Another institution with which IPPAR has co-operative relations includes Portugal's largest bank, the Caixa Geral de Depósitos, which has developed the "Culture-Gest." State aid with restoration work on privately owned monuments is entirely dependent on the circumstances (importance of the monument concerned and the owner's financial situation). There are legislative packages that contemplate a special scheme for participation in the rehabilitation of rented (or owned) buildings, such as: the Regime Especial de Comparticipação na Recuperação de Imóveis Arrendados, RECRIA. Under this program, incentive grants are made available by the central government and municipal authorities to rehabilitate and conserve homes and other buildings in disrepair. Fiscal measures to foster the conservation of monuments exist in Portugal in the following areas: income tax, wealth tax, local taxes, inheritance tax and Value Added Tax (VAT).[17]

Historic Preservation in the European Union

At the European Union level, cultural heritage is recognized as a specific field of action that needs to be preserved and made more easily accessible to the public. While political activities in the field of Urban Policy date back to the 1960s, only in 1997 the European Urban Policy reached the implementation phase with the Commission's Communication: "Towards an Urban Agenda in the European Union." This publication has increased debate at the European Union level and in the member states on urban challenges and possible actions that can be undertaken by the European

Union.[18] In the Cultural heritage arena, the Raphael Program was adopted in 1997 under the Fourth Framework Program for a four-year period (1997-2000). The aim of this program is to encourage cooperation between the Member States in the area of cultural heritage with a European dimension. It is intended to support and complement member states' actions aimed at representing national culture, highlighting the shared cultural heritage while respecting national and regional diversity. Under this program, Community funding may amount up to 50 percent of the total project cost. This program has already supported more than 200 projects over the last three years (1997-1999). For the fiscal year 1999, 58 projects have been chosen to receive a global amount of about 6 million US dollars. The Raphael Program is expected to be incorporated into the "Culture 2000" Program, which will be an integral part of the Fifth Framework Program for the next funding cycle (1998-2002).[19]

In terms of powers, the European Commission and the Parliament are responsible for defining preservation policies, establishing the amounts of money and setting the parameters for these policies. Under the Fifth Framework Program, the Directorate General DG XII is responsible for coordinating the thematic area "Energy, Environment and Sustainable Development." One of its sub-areas deals with the program "Protection, Conservation and Enhancement of European Cultural Heritage." The aim of this program is to identify and assess the damage to both movable and immovable cultural heritage with particular emphasis on solutions and evaluations of its protection, conservation, enhancement and accessibility. This program will fund projects in three sub-areas: "1. Improve damage assessment on cultural heritage; 2. Development of conservation strategies; and 3. Foster integration of cultural heritage in the urban setting." The approach being promoted by the commission is to first develop a worthwhile project which is of European importance (focus on partnerships) and then to seek funding under one of the pre-established program categories.[20] At a recent congress in Aveiro, the Portuguese Ministry of Culture made public the intention to appropriate about $10 million of European Union funds for cultural heritage projects in Portugal until 2006.[21]

The Council of Europe has also been having a crucial role in promoting preservation efforts. The Cultural Heritage Committee is responsible for promoting and preserving the historic and architectural heritage in Europe. The Convention for the Protection of the Architectural Heritage of Europe (Granada, October 3, 1985) and the Convention on the Protection of the Archeological Heritage (revised, Valletta, January 16, 1992) have improved and harmonized several policies to conserve and enhance Europe's architectural heritage and to provide a legal framework for international cooperation. At the 1999's conference in Bucharest (Romania), October 11-13, the Council of Europe launched a joint program/campaign entitled:

"Europe—A Common Heritage." This campaign includes the European Union, the OECD, the UNESCO and other business and voluntary bodies. Among the many scheduled activities there will be: international political events, transnational and local projects, a cultural route devoted to ancient universities and a network of decorative arts workshops in Europe.[22]

II. Historic Preservation and Waterfront Revitalization – Four Case Studies

Shorelines are among the richest and most vulnerable areas of communities and often the centerpieces of cities. They are the scenes of its grandest architectural achievements and the location of its most valuable and attractive property. Although, the particulars vary they are the products of local history and geography. But, coastal cities on both sides of the Atlantic Ocean have been changing as a consequence of the decline of old ports and allied transport and industrial areas. Demographic, social and economic decentralization processes have also contributed to these changes. In many of these communities, these changes have created significant problems in terms of urban livability due to the abandonment of old piers, warehouses, industrial, commercial and even housing structures.[23] Recent interests in the revitalization of waterfront areas are based on a new set of deeper and stronger economic values and forces that shape a new planning mentality (see table 2.). Although American cities differ substantially from their European counterparts, the following four case studies from both sides of the Atlantic Ocean illustrate really well this planning paradigm that places historic preservation at the center of all waterfront planning strategies.[24]

Table 2. New Urban and Regional Planning Values[25]

1.	Concentrated versus dispersed physical development.
2.	Integration of a wide range of activities and land uses, including cultural attractions, versus segregated uses with limited cultural assets.
3.	A diverse versus a homogeneous population.
4.	Mixed architecture, including older and/or historic structures, versus architectural sterility.
5.	Walkability versus car dominant.
6.	Citizens using mass transportation versus little or no public transit.
7.	A strong sense of place versus anonymity of place.

Gloucester

The city of Gloucester, a community of about 30,000 people, is located in Essex County, 31 miles northeast of Boston. Gloucester is well known for being one of the finest natural harbors in Massachusetts and the oldest fishing port on the East Coast of the United States. Gloucester was settled soon after the Pilgrims landed in Plymouth in the early 1620s. And due to an abundant fish supply, the city quickly grew to become one of the largest fishing ports in the world in the 19th century.[26] In 1925 the invention of the frozen packaging of fish and other food products brought again notoriety and businesses to Gloucester. Today, Gloucester remains an important fishing port. Its picturesque fishing fleet, manned primarily by Portuguese and Italian residents, supports a major fish packaging and freezing industry.[27] Portuguese culture in New England is very much related with the fishing and whaling industry. Evidence can easily be found in Gloucester, where, for example, the Our Lady of Safe Voyage Portuguese Church has a statue of the Virgin Mary holding a schooner in her arms waving out to the fleet in the harbor.

Gloucester's visual character is one of its most priceless assets.[28] The diversity of landforms of marsh, beach, rocky backdrop of the harbor, its waterfront and the diversity of structures, new and old, add to the uniqueness and richness of Gloucester's character. The designation of a Historic District in the downtown section has helped to preserve much of the traditional cultural aspects of the City. Gloucester's designated Historic District was established in 1977. The District represents the architectural and historic core of the city of Gloucester, including much of what was once called Gloucester's Harbor Village, the focus of settlement and economic activity by 1850. To preserve the value of the District as a whole, property owners within the boundaries who want to make certain changes or alterations to building exteriors must gain permission from the Historic District Commission.[29]

Earlier in 1995 the Gloucester City Council adopted the "Action Plan for the Future." In this plan, City officials recognized an incremental decline in those enterprises associated with fishing and a need to expand the city's economic base. The city has also recognized that the downtown and the waterfront areas are in economic and physical decline. The traditional economic base for the downtown central business district and waterfront is shrinking at an ever-increasing rate. The past diversity of businesses on Main Street has also diminished.[30] Nevertheless, the plan does not abandon Gloucester's past. The document emphasizes preserving a working waterfront as the centerpiece of historic Gloucester. In order to protect its healthy working waterfront, the city has banned all residential development there. Since the fishing industry is changing rapidly, the city is planning to

develop a plan for controlled tourism, working with the National Park Service on proposals to create a historic industrial fishing park which will feature a working fleet.[31]

In recent years there has been considerable investment in new processing and handling facilities along the waterfront. The most notable development has been the creation of the Gloucester Seafood Display Auction, a 40,000 square foot facility servicing over 100 vessels and a full complement of seafood biers. Constructed in late 1997, the auction has had an immediate impact on the quantity and quality of landings in the port. Other plans are also in the works for the Fish Pier, including additional processing capacity. Considerable resources and energy is being invested in diversifying the catch, taking greater advantage of aquaculture opportunities, and establishing Gloucester as a Center for Marine Research and Technology. The future of the harbor has been a topic for debate during the last decades. A harbor master plan is in progress. This harbor master plan is addressing a range of mixed issues from hotels and condominiums to fish processing plants and ice suppliers. The most recent dilemma is the conversion of "the oldest marine factory in America" into a residential complex. Some residents want to maintain a working harbor for fishermen while others see a need to ensure the city's economic future by attracting tourism and taxpaying residents.[32]

New Bedford

The city of New Bedford is centrally located on the southeastern coast of Massachusetts, 54 miles south of Boston. The whaling capital of the world in the 19th century, is today a city of approximately 100,000 people. New Bedford has the only national park in the country centered on whaling. The national park consists of approximately 20 acres, which include the 13 block National Landmark Waterfront Historic District. In addition, the legislation designates several other whaling-related historic sites, such as the Seamen's Bethel, the Whaling Museum, the Rotch-Jones-Duff House and the 19th century fishing schooner Ernestina, as eligible for federal assistance.[33]

The beauty and glamour of New Bedford was narrated by Herman Melville in the World's classic Moby Dick, as early as 1851:

> Nowhere in all America will you find more patrician-like houses; parks and gardens more opulent, than in New Bedford. Whence came they? [...] Yes, all these brave houses and flowery gardens came

> from the Atlantic, Pacific and Indian Oceans. One and all they were harpooned and dragged up hither from the bottom of the sea.[34]

The streets that Melville wandered can still be visited in New Bedford today. The restored cobblestone streets with gas-lamps recapture the 19th century atmosphere that mirrors the many historic buildings. The downtown district features several fine examples of Federal and Greek Revival architecture. In 1971, aware of this rich patrimony, the Commonwealth of Massachusetts approved it as a local historic district. The entire district is now within the national park boundaries. The historic sites in the district have exceptional value in representing the theme of maritime history. In the heyday of whaling, from 1860 to 1920, some 60 percent of the crewmen and masters on the great whalers were of Portuguese descent. During the mid 19th century the islands of the Azores experienced a severe recession and sailors looking for work signed aboard Yankee ships and wound up in New Bedford, which eventually drew whaling crews and later fishermen from Cape Verde, Madeira and mainland Portugal as well. Descendents of the Portuguese and Cape Verdeans who once traveled to the US remain today as significant ethnic communities.[35]

The efforts to have New Bedford's waterfront district recognized as a national park started in the 1980s, when members of WHALE—the Waterfront Historic Area League—joined by the New Bedford Historical Society tried to save the area from encroaching development. The preservations applied for state funding to create a master plan in 1989. Just as the plan was finished, however, state funding diminished and the plan was awarded only a few thousand dollars. The effort to preserve the whaling district had enough momentum to succeed when Fleet Bank, a commercial lending institution, donated a $500,000 building to the preservation groups. With the bank building in hand, the preservationist used it as a selling point to Congress, which in turn agreed to designate the area a National Historical Park. The park is roughly defined by the city's cobblestone streets. The area was almost destroyed when crews began to lay down Route 18, but planners built the roadway around the area. Nonetheless, this transportation development created a physical barrier that sharply separates the historic district from the waterfront. The reconstruction of Route 18 is key to revitalizing the downtown area. The advocated solution is to turn the roadway into a boulevard, which would allow for safe pedestrian traffic. The park opened in October 1996 as the most recent park of the 376 national historic sites across the country. For the fiscal year 1998, the park was expected to receive more than $700,000.[36]

Aware of the potentialities of its urban waterfront, New Bedford officials are also developing a $124 million aquarium that includes not only

this tourist attraction but also the revitalization of the waterfront around it. The waterfront area is characterized by a mix of commercial and industrial uses, which makes it still a vital working waterfront. It is believed that the aquarium will build on New Bedford's rich oceanographic past, when the city was the whaling and fishing capital of the US, provided oil that fueled the nation's lamps and kept the wheels of the industrial Revolution turning.[37] The aquarium is also perceived as an anchor for a completely revitalized waterfront, that can draw visitors from all over the United States. Plans involve renovating the existing power-plant building for the aquarium, which include a 2-million-gallon fish tank and separate temperate, tropical, and polar ecosystems. Plans also include building a conference center, a hotel, a parking garage, and an IMAX theater. It is supposed to be one of the biggest aquariums in the world.[38]

With many fishing boats idled by declining stocks of groundfish, the city has been looking for new forms of economic development including tourism and transportation. It has been estimated that the aquarium can generate huge sums of money from tourist crowds, but also provide an extraordinary educational opportunity. It is believed that the aquarium will be a catalyst for marine technology. New Bedford is in the midst of tremendous change. More than a result of government initiative, this change has been spurred by grass-root actions powerful enough to show that when residents, business, organizations, government authorities work together they are able to achieve results that boost civic pride. What a better gift could New Bedford receive on its 150th anniversary as a city than the national recognition of its History?

Viana do Castelo

Viana do Castelo is a XIIIth century city. It is located in northwest Portugal along the Atlantic coast at the entrance of the Lima River. The city is located on the southern slope of the Santa Luzia hill. Its medium sized port has shaped the city's image, morphology and economic development. Viana do Castelo had a very important role during the Portuguese discoveries and the trade with Brazil and other colonies. Although, explorers and colonists set sail from Viana, its wealth came from the trade with Brazil. Rich merchants built fine houses in and up the river valley. At present there are approximately 86,000 residents in the municipality, which includes the city and its surrounding area. Its economic base is a mixture of services, manufacturing, shipbuilding, fishing, tourism and retail activities. The city is located on the northern margin of the river. Its historical center is very rich in cultural heritage. Its narrow streets and squares are bordered by beautiful 15th and 16th century buildings, such as the Cathedral, the Old Town Hall and a public fountain built in 1553 in the Praça da República. Still

today, this square is the heart of the city. Especially during the summer, its coffee shops and outside cafes keep it alive until late at night. The city's rich architectural patrimony is well illustrated by its artistic repository of styles that range from Manuelino to neo-Byzantine and "art-deco."

Viana has traditionally been linked to trading by sea. It was from Viana that fishermen left for the Grand Banks in Newfoundland. The harbor is very much part of the urban landscape of the city. The commercial port is located on the southern margin due to its higher needs for highway accessibility. The fishing docks, recreational marina and shipyard are all located on the northern margin, where they have more interactions with the city's urban rhythms and daily life activities. The fishing docks are located within minutes of downtown. They are old, colorful and full of movement. Adjacent to the fishing port is the shipyard of Estaleiros Navais de Viana do Castelo. Along the western fringes of the harbor is a historic fortress built by order of Philip II of Spain and Portugal in 1589. The fortress has been renovated and provides conference facilities. On the waterfront, there is also a well-preserved park and pedestrian walkway. Actively used by the townspeople, it functions as a true urban park. Yet, it is being infringed upon by the almost constant need to expand parking and widening surrounding roadways.[39]

Viana do Castelo is a beautiful community and it has been a tourist destination for decades. Downtown shops and restaurants cater to the tourism trade. The harbor with its mixture of shipbuilding, fishing fleet, beautiful vistas and carefully manicured greens, is a pleasant diversion in its own right. The "Blessing of the Fleet" in addition to the religious festivities taking place every year are tremendous iconographic representations of culture that need to be preserved. The re-location of some harbor functions on the southern margin of the river has opened the possibility for an integrated operation of urban regeneration. The implementation of the new site plan "Plano de Arranjo Urbanístico da Área Ocidental da Cidade" done by architect Fernando Távora is an opportunity to restore the city with its waterfront and minimizing its urging problems with parking.[40] But this is not easy. The fact that the port authority has not been actively involved in the city's comprehensive and strategic planning processes can cause some difficulties to the overall revitalization of the shoreline area. The current planning and competitive issues faced by the city will be crucial for its future urban development. An historic preservation approach articulated with pro-active collaborations will not only promote and enhance the quality of the built heritage but also re-position the city in a more internationalized economy.[41] Viana do Castelo is presently facing a critical moment in its history.

Aveiro

The city of Aveiro is also a medium sized city located in the Portuguese coastal region. The city itself has about 35,000 inhabitants and it is bordered by a natural lagoon more than 25 miles long, Ria de Aveiro, which forms the delta of the Vouga River. The city's physical and socio-economic roots date back to the twelfth and thirteenth centuries. At that time, its development centered around today's Praça da República, an area that would be kept inside the walls built in the sixteenth century. The city's excellent geographical location attracted people from an early date. The main development factors were salt, fishing and maritime trade. In the nineteenth century the walls around the city were demolished and its stones and bricks were used to construct a new maritime sea wall and to restore the canals of the lagoon. This city center is characterized by an intricate system of narrow streets, alleys, plazas and courtyards. This area has a very diversified retail base and a great concentration of public and private service activities.

The city, and its waterfront in particular, is very rich in patrimonial buildings, such as the Art Nouveau architectural set facing the lagoon's central canal in Rua de João Mendonça and Rua do Dr. Barbosa de Magalhães. Aware of this architectural heritage, local and regional preservationists have just organized a congress entitled "Aveiro Cidade Arte Nova" to discuss preservation problems and strategies for the future. From this congress emerged the idea of a new "civic awareness for the patrimony," illustrated by the need to make citizens realize their patrimonial heritage.[42] The Beira-Mar (translated "seaside") neighborhood, an expansion of the city beyond the sixteenth century walls where fishermen and salt-pans workers used to live, still has some typical salt warehouses ("Palheiros") that have been converted to restaurants and pubs. The former Harbor Master's Office building, initially built as a sea mill, and other houses displaying Portuguese tiles are also excellent examples of the city's waterfront patrimonial value. The lagoon's canals and wharves (Central, Cojo and Botirões) also give credit to the city's beauty. The fish market, a good testimony to the use of iron in architectural works, is another building that emphasizes the city patrimonial richness. The area around this structure has been recently revitalized with the creation of a pedestrian precinct. During the 1980s and early 1990s, the city grew and decentralized to new and outlying areas. In the beginning of the 1980s an urbanization plan (PGU) was created to limit development interventions in the city center. From 1985 to 1987 several studies were conducted to identify the historical district, in order to apply for funds of the Decaying Urban Areas Rehabilitation Program (PRAUD). These studies emphasized three objectives for the historical district: 1. to preserve the urban fabric, 2. to avoid human

desertification, and 3. to promote and animate socially, economically and culturally the city center. Although the historical district was legally defined in 1987 and the municipality applied three times to the PRAUD funds, it never received any. Therefore the proposed investments were never granted. Now, a new commercial urbanism project appears to be the solution for the commercial modernization of the area and the catalyst for the implementation of some of those old rehabilitation ideas.[43] Finally, the city has also recently announced the plans to revitalize the old fishing port located west of the Rossio Park. Among the many projects the port authority, the city and the university want to implement there are: restaurants, pubs, museums, thematic gardens, exhibition areas, yacht clubs and a recreational marina, a science forum, a hotel and parking lots. This will take place in about 25 acres and its major purpose is to revitalize a site that soon will be abandoned by the re-location of the fishing port. Local concerns for the history of the region will be taken into account, such as the proposed museum depicting the traditional lagoon activities, such as the gathering of seaweeds and salt pan works. Efforts are also being taken to preserve the natural patrimony in the city. Recently, the environmental group "Água Triangular" presented to the central government proposals for the preservation of the salt beds.[44] Here in Aveiro, it is an exciting time with historic preservation providing opportunities to bring together the region's common heritage.

III. In Conclusion

This section attempts to illustrate the major issues in conducting historic preservation in waterfront areas and suggests lessons to be learned. Seaports and shorelines are critically important, yet, fragile places. They are full of history and very powerful representations of community culture. One not only finds there built structures representing traditional architecture, maritime artifacts but also natural environments, unique landscapes and still vital socio-cultural and economic practices. These can be noted in the historical monuments (the 16th century fortress in Viana do Castelo), piers, fish markets, traditional boats (schooners in New England, moliceiros—seaweed boats—in Aveiro), beauty of the natural geography (Gloucester visual character, the salt beds in Aveiro), vibrant working harbors and social practices and rituals (the "Blessing of the Fleet" in Viana do Castelo). The question of how much should be preserved is the eternal dilemma between the old and the new, between preservation and development pressures. Historic preservation is not only the result of technical processes but also of political influences. In a democratically bounded society, historic preservation efforts need to be placed at the center of territorial strategies. As the conclusions of the Art Nouveau congress in Aveiro

emphasize, new concepts of "integrated and pro-active conservation" need to be introduced in planning and governmental practices at the local, regional and national level.[45] The responsibility for historic preservation lies with all interested parties. Collective preservation actions achieve better results when the entire community supports them. Partnerships between the public and private sector are crucial to their success. Horizontal and vertical integration and collaboration between governmental entities and different sectors of the society can bring tremendous benefits, as it did in New Bedford. Bottom-up preservationist movements are happening all across the Atlantic. Citizens no longer believe that saving the historical past is something that their governments can do well alone.

There are many ways historic preservation efforts can give practical results. Harbor communities must have a strong planned sense of direction if they want to remain economically and culturally important. Country peculiarities, such as legal and fiscal contexts, limit the way preservation can be done. At the state level there are five basic strategies: "direct government ownership and operation of heritage facilities, regulation, incentives—disincentives, definition of property rights and provision of information."[46] At the local level integration of historic preservation ordinances in planning documents, volunteer cooperations with historical societies and civic organizations, and educational campaigns can get good results if complemented and coordinated with the interventions of different levels of government. To a certain extent, these strategies have all been put in place in the USA and in Portugal.[47]

Seaport communities are in the midst of tremendous change. Waterfront areas have built structures marked with the imprint of hundreds of years. Preserving the past can bring tremendous benefits to cities and their regions: "economic benefits from the tourists it attracts, social benefits from a more heterogeneous population seeking a broader range of living environments, and cultural benefits from its enhanced setting for artistic activity. These additional benefits have proven to offset the costs of preservation."[48] Conserving portions of the urban environment which have patrimonial significance and historic authenticity can provide the public with the sense of place that is often felt to be lacking in today's cities. The issues facing historic preservation, however, are now more complex than ever. Those who like to see history preserved will have to become more effective and better informed advocates. Preservation efforts should be articulated with other urban and regional planning strategies and legal instruments. The revitalization of waterfronts will require radical political and community changes of attitudes. In conclusion, one thing we know: the past cannot be frozen, but we cannot afford to live without it. Table 3. Shows a set of lessons learned. Community involvement, mutual collaboration and cross-country fertilization of historic preservation practices are

what is going to save seaport communities on both sides of the Atlantic from losing their authenticity.

Table 3. Lessons learned in waterfront revitalization for harbor communities[49]

1.	Be very cognizant of national and international trends
2.	History and culture are strong economic assets
3.	Careful master planning is in order
4.	Urban design guidelines and appropriate zoning regulations are important
5.	Mixed uses are complementary if well positioned
6.	There is a need for a physical and visual connection between the harbor and the community center
7.	Harbors must be comprehensively linked to key transportation systems and adopt traffic management policies
8.	Environmental cleanliness is essential
9.	Marketing and promotion are required
10.	There is a need for Public/Private partnerships

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[13] Adapted from Luis Ribeiro, op.cit., 116.

[14] Council of Europe, op.cit. (1999).

[15] For more information about the IPPAR and DGEMN, see World Wide Web pages: http://monumentos.pt/dgemnh.htm and http://www.ippar.pt/, respectively. See also Artur Rosa Pires et al., "The Conpendium of Spatial Planning Systems and Policies – Portugal" (Aveiro: DAO, January 1995), 47-48.

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