



HISTORICAL HERITAGE AND SUSTAINABLE URBAN DEVELOPMENT: CHALLENGES IMPOSED ON OWNERS AND MANAGERS OF LISTED HISTORICAL BUILDINGS IN THE CITY OF SÃO PAULO

Patrimônio histórico e desenvolvimento urbano sustentável: desafios impostos a proprietários e gestores de edifícios históricos listados na cidade de São Paulo

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ABSTRACT

The worldwide concern regarding sustainable urban development has been increasing as the populations of countries increase and demand more consumption of the already scarce natural resources. According to the United Nations, it is estimated that 55% of the world population lives in urban centers, with the perspective of surpassing 68% in 2050. In Brazil, 84% of the population today live in the cities. One of the goals of sustainable development is to make cities more sustainable and inclusive and, to accomplish such goal, many variables need to be accomplished, among which is the strengthening of efforts to protect and safeguard cities' cultural heritage, for the present and future generations. Seeing as São Paulo is the 10th urban city in the world, and its historical heritage preservation policies are recent and in the process of being outlined, this research strives to answer: What are the main challenges identified by owners/managers of listed historical buildings in São Paulo, which stand in the way of conserving/preserving their properties? Results revealed that the main challenges are a lack of knowledge about what interventions can be done to the property, lack of knowledge on incentive laws and more feasible ways for the conservation of historical sites and dealing with excessive bureaucracy. Such results contribute to the implementation of urban development policies focused on the sustainable goal of safeguarding the city's cultural heritage, in order to propitiate advancements in preserving the memory and identity of the city through the conservation of properties listed as historical heritage.

Keyword: Historical heritage, Historic building, Sustainable development.

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PATRIMÔNIO HISTÓRICO E DESENVOLVIMENTO URBANO SUSTENTÁVEL: DESAFIOS IMPOSTOS A PROPRIETÁRIOS E GESTORES DE EDIFÍCIOS HISTÓRICOS LISTADOS NA CIDADE DE SÃO PAULO

Historical heritage and sustainable urban development: challenges imposed on owners and managers of listed historical buildings in the city of São Paulo

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RESUMO

A preocupação mundial com o desenvolvimento urbano sustentável vem aumentando à medida que as populações dos países aumentam e demandam mais consumo dos já escassos recursos naturais. Segundo as Nações Unidas, estima-se que 55% da população mundial viva em centros urbanos, com perspectiva de ultrapassar 68% em 2050. No Brasil, 84% da população hoje vivem nas cidades. Um dos objetivos do desenvolvimento sustentável é tornar as cidades mais sustentáveis e inclusivas e, para isso, muitas variáveis precisam ser atendidas, entre as quais o fortalecimento dos esforços para proteger e salvaguardar o patrimônio cultural das cidades, para o presente e o futuro das gerações. Visto que São Paulo é a 10ª cidade urbana do mundo e suas políticas de preservação do patrimônio histórico são recentes e em processo de delineamento, esta pesquisa busca responder: Quais os principais desafios apontados pelos proprietários / gestores de edifícios históricos tombados em São Paulo, o que o impede de conservar / preservar suas propriedades? Os resultados revelaram que os principais desafios são o desconhecimento sobre quais intervenções podem ser feitas na propriedade, o desconhecimento das leis de incentivo e formas mais viáveis de conservação de sítios históricos e o enfrentamento do excesso de burocracia. Tais resultados contribuem para a implementação de políticas de desenvolvimento urbano voltadas para o objetivo sustentável de salvaguarda do patrimônio cultural da cidade, a fim de propiciar avanços na preservação da memória e identidade da cidade por meio da conservação de bens tombados como patrimônio histórico.

Palavras-chave: Patrimônio histórico, Edifício histórico, Desenvolvimento sustentável.

INTRODUCTION

Today, most of Brazil's population lives in urban areas, according to the last census, 84% of Brazilians live in the cities. The rapid urbanization process in Brazil generated the metropolization phenomenon, that is, the urban occupation that goes beyond the cities' limits¹ (IBGE – Brazilian Institute of Geography and Statistics, 2010).

In this scenario of urban transformation, the cities' sustainable management if one of the great 21st century challenges, thus, significantly and innovatively transforming urban space management is essential in order to reach sustainable development.

Among the SDG's – Sustainable Development Goals – there is the “Sustainable Cities and Communities” SDG² (UNITED NATIONS, 2015) which aims to make cities sustainable and inclusive. Among the targets established in this SDG, target 11.4 stands out since it contemplates the strengthening of efforts to protect and safeguard cities' cultural heritage. That is, in order to ensure sustainable urban development, the preservation of historical heritage is highly relevant and indispensable. (LEMONS, 1981; LEITE, 2012; FIGUEIREDO, 2014). In the scope of preservation, it is necessary to consider that there is also a preservation of meanings, identities and traditions of a location and the individuals who live there; consequently, there is preservation of citizenship and the right to memory for future generations. The efforts are in a sense of preserving not only what is tangible, but the intangible as well, and safeguarding the cultural and immaterial heritage of a society. (FONSECA, 2005; FIGUEIREDO, 2014; UNITED NATIONS, 2015; IPHAN³ – Institute of National Historical and Artistic Heritage, 2015).

In this scenario, the search for ways of making feasible the heritage conservation has been a challenge. Today, the city of São Paulo has around 3,600 sites listed as historical heritage, which are mainly located in the central area. The preservation policies have been consolidated since the creation of the Department of Historical Heritage of São Paulo in 1975, which has since strived to take the first steps towards the path of identifying and listing all historical buildings. (DPH-SP⁴ – Department of Historical Heritage of São Paulo, 2019; SOMEKH, 2017).

Listing a site as historical heritage is understood to be the administrative act set forth by the public power, which can be the federal, state or municipal administrations, with the goal to preserve, through law enforcement, assets with historical, cultural, architectonic and environmental value to the population, preventing that they are ever destroyed or demeaned (IPHAN⁵ – Institute of National Historical and Artistic Heritage, 2019).

Seeing as any movement towards solving a problem starts with a diagnosis, this research allows property owners to have a voice. Therefore, this study's general goal is to learn the main challenges identified by owners/managers of listed historical buildings in São Paulo and find out which factors affect their ability to conserve/preserve their properties.

With the intention of achieving such goal, the following specific goals were outlined: identifying if it is an onus to manage or to own a listed historical property; identifying the positives and negatives of managing or owning a listed historical asset; identifying if they are aware of legislation regarding their properties; identifying if they know of or make use of incentive laws for preservation; identifying if, in the owners' or managers' perception, their properties are economically or culturally valued for being listed as historical heritage.

¹ IBGE - Instituto Brasileiro de Geografia e Estatística. (2010) Censo 2010. [R] Retrieved June, 19, 2019, from <https://agenciadenoticias.ibge.gov.br/agencia-sala-de-imprensa/2013-agencia-de-noticias/releases/13937-asi-censo-2010-populacao-do-brasil-e-de-190732694-pessoas>.

² NAÇÕES UNIDAS (2015) ODS - Objetivos de Desenvolvimento Sustentável. [R] Retrieved June 15, 2019, from <https://nacoesunidas.org/pos2015/>.

³ IPHAN- Instituto do Patrimônio Histórico e Artístico Nacional. (2015) Política do Patrimônio Cultural Material. [R] Retrieved June 18, 2019, from http://portal.iphan.gov.br/uploads/ckfinder/arquivos/publicacao_politica_do_patrimonio.pdf.

⁴ Departamento de Patrimônio Histórico de São Paulo (2019). Institucional. [R] Retrieved June 27, 2019, from https://www.prefeitura.sp.gov.br/cidade/secretarias/cultura/patrimonio_historico/preservacao/institucional/index.php?p=332.

⁵ IPHAN- Instituto do Patrimônio Histórico e Artístico Nacional. (2019). Recomendação Paris de Obras Públicas e Privadas. [R] Retrieved June 27, 2019, from <http://portal.iphan.gov.br/uploads/ckfinder/arquivos/Recomendacao%20de%20Paris%201968.pdf>.

This exploratory research is justified by its contribution to diagnosing the challenges of preserving historical heritage in the city of São Paulo, subsidizing possible actions from public and private powers towards preserving the city's memory for future generations, reaching SDG target 11.4.

The second article on the Venice Charter, which deepened and diversified the worldwide guidelines for maintaining historical and architectural heritage through the resolutions on the IInd International Congress of Architects and Technicians of Historic Monuments in 1964, states that preserving this group of assets requires the collaboration of all sciences, therefore it is not simply a multidisciplinary subject, but it is also interdisciplinary (IPHAN– Institute of National Historical and Artistic Heritage, 2019).

This research was structured as follows: Firstly, there will be a conceptualization on historical heritage and the importance of preserving material assets in order to preserve the immaterial, thereafter; we will discuss how and why this historical heritage must be inserted in the sustainable development theme. After that, there will be a discussion on the methods chosen for this research and, finally, a demonstration of the study's main results.

1 HISTORICAL HERITAGE – PRESERVING THE CITY'S MEMORY

The actions and studies focused on preserving historical heritage materialized in buildings and public-private monuments have a double-sided role to society. When we preserve a building for its historical or architectural meaning we act for the preservation of culture, life stories, past relived in memories and the many meanings this material/immaterial intersection represents and revives in the collective imaginary. Added to that is the fact that civilizations' future evolution lies on preserving our traditions. The monuments and historical assets are witnesses to our story and past traditions and, hence, are an essential element to the development of people, as well as economic and social development (FONSECA, 2005; UNITED NATIONS, 2015).

⁶Le Goff (1984) states that the documents and monuments are the repositories of collective memory. The life stories and collective memory remain anchored in houses' walls and historical buildings' facades. In this sense we can talk about an urban ecology that is actively working to maintain and settle the cities' dynamics. "The conversion of the material city as an object of historical knowledge was motivated by the transformation of the urban space that followed the Industrial Revolution" (CHOAI, 2001 p.179).

In Brazil, however, the matters referring to material heritage are much more recent and frequently restricted to specific fields of knowledge, such as architecture. If we consider that the SPHAN (National Historical and Artistic Heritage Service), a federal organ which was pioneer in dealing with matters related to heritage, was only created and started functioning in 1937, it can be assumed that studies about this Brazilian cultural dimension have many gaps, precisely since it is so new. Concerning the fields of knowledge, the gaps are also present. Studies involving the conservation of material heritage, whether it's historical or architectural, are common within those specific fields, however, they are rare in the fields of sociology, anthropology and other areas of applied social sciences.

This first step in creating an institution for the protection of national historical heritage was taken by the administration of the then president Getúlio Vargas, through the promulgation of Law number 378, which has the following information on its article number 46: ⁷"Art. 46. The National Historical and Artistic Heritage Service is now created, with the function of promoting, all over the country and permanently, the listing, conserving, enrichment and knowledge of historical and artistic national heritage." (LAW NUMBER 378, 1937).

Significant changes only occurred in 1979 with the creation of the National Pro-Memory Foundation, establishing a new way of working, based on a wider and more updated conception of cultural assets. After that, SPHAN (National Historical and Artistic Heritage Service) becomes IPHAN (Institute of National Historical and Artistic Heritage), linked to the Ministry of Culture (MUTTER, 2012, p. 75).

⁶ LE GOFF, J. (1984) Documento/Monumento in: Memória-História. Lisboa: Imprensa Nacional/Casa da Moeda. [R] Retrieved June 26, 2019, from <https://www.ufrb.edu.br/ppgcom/images/Hist%C3%B3ria-e-Mem%C3%B3ria.pdf>.

⁷ Law nº378 (1937). Da nova organização ao Ministério da educação e Saúde Pública. [R]Retrieved June 18, 2019, from <https://www2.camara.leg.br/legin/fed/lei/1930-1939/lei-378-13-janeiro-1937-398059-publicacaooriginal-1-pl.html>.

All the changes in this historical cycle had contributions from Brazilians. The landmark of Brazilian involvement in the internationalization of preservationist policies was the approval of the document “Recommendation Concerning the Protection, at National Level, of the Cultural and Natural Heritage” on National Congress, also known as “Paris Recommendations”, promoted by the UNESCO in November 16th, 1972.

Years after the beginning of discussions in the international scope and after over 80 years in Brazil, historical heritage was finally understood in its importance for the cities, it started to be studied and widespread and it started to be taken into consideration in the planning process for cities’ growth dynamics. (FONSECA, 2005; CARDOSO, 2007)

In sight of how important the preservation of assets listed as historical heritage is to the cities and to the future of a society, we can say that the agenda for preserving such heritage must be linked to sustainable urban development, not only so that civil society fully comprehends and becomes aware of the importance of this action; but also so that innovative preservation management mechanisms are established through partnerships and public-private investments.

2 URBAN SUSTAINABLE DEVELOPMENT AND THE PRESERVATION OF HISTORICAL HERITAGE

The worldwide concern regarding sustainable urban development has been increasing as the populations of countries increase and demand more consumption of the already scarce natural resources. It is estimated that 55% of the world population lives in urban centers, with the perspective of surpassing 68% in 2050 ⁸(UNITED NATIONS, 2018).

Therefore, sustainable and inclusive development is in the contemporary agenda for world leaders through the UN and the SDGs (Sustainable Development Goals), which have the objective of supplying mankind’s current needs, without compromising the planet’s capability to tend to future generations ⁹(UNITED NATIONS, 2015).

For Leite (2005), sustainable urban development is one of the greatest challenges for current and future megacities in the 21st century, but that can also bring countless opportunities. The redevelopment of these cities in an intelligent way can make them more sustainable, optimize their infrastructure and improve their spaces. In this context, technological advancements may contribute to a more participatory management, with e-governance systems providing clear and efficient information to optimize populations’ urban lives.

In Brazil, urban territory development was marked by accelerated population growth in industrialized centers, who were in search of better socioeconomical conditions for their families and were mostly composed of people coming from rural areas and foreign immigrants. Currently, 84% of the population is urban (figure 01), estimated to reach 92% in 2050 ¹⁰(IBGE - Brazilian Institute of Geography and Statistics, 2010; UNITED NATIONS, 2018) and the city of São Paulo, the focus of this research, is the 10th biggest urban city in the world, where approximately 11 million people live ¹¹(IBGE, 2010).

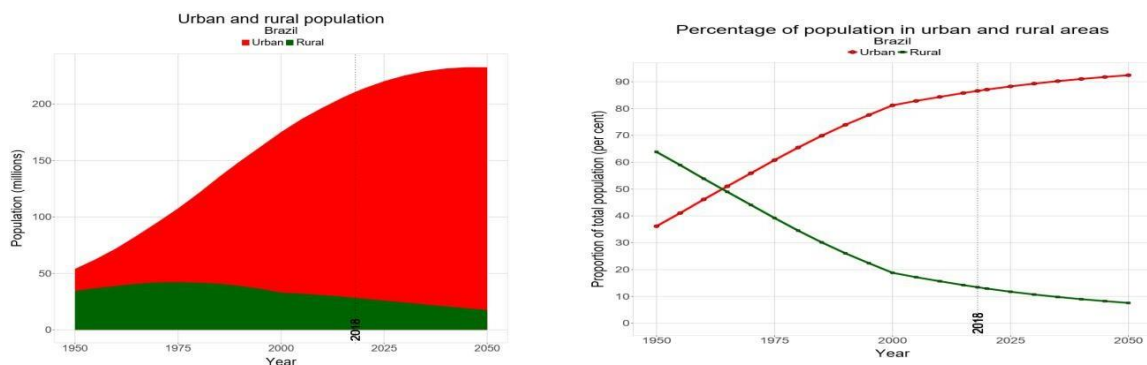
⁸ NAÇÕES UNIDAS (2018) World Urbanization Prospects. [R] Retrieved June 20, 2019, from <https://population.un.org/wup/Country-Profiles/>.

⁹ NAÇÕES UNIDAS. (2018) World Urbanization Prospects – Release. [R] Retrieved June 20, 2019, from <https://population.un.org/wup/Publications/Files/WUP2018-PressRelease.pdf>.

¹⁰ IBGE - Instituto Brasileiro de Geografia e Estatística. (2010). Pessoas em áreas urbanas. [R] Retrieved June 19, 2019, from <https://agenciadenoticias.ibge.gov.br/agencia-sala-de-imprensa/2013-agencia-de-noticias/releases/13937-asi-censo-2010-populacao-do-brasil-e-de-190732694-pessoas>.

¹¹ IBGE - Instituto Brasileiro de Geografia e Estatística. (2010) Relatório áreas urbanizadas no país. [R] Retrieved June 19, 2019, from https://www.ibge.gov.br/apps/areas_urbanizadas/.

Figure 1: Urban Population



Source: United Nations (2018)

The established infrastructures and services were not able to keep up with the demanded Brazilian development growth, so the territorial occupation was unorganized, evolving with no efficient and sustainable urban planning. According to Villaça (1999), the urbanization process in Brazil went through a number of phases since the end of the 19th century, when it had its first phase, which featured embellishment plans based on European tradition. Since then, several interventions created by different administrations were implemented to deal with sanitation, mobility, housing and space occupation (Villaça, 1999; ¹²WRI Brazil – World Resources Institute Brazil, 2019). However, it was only during the country's democratization period, with the promulgation of the Constitution (1988) and the City Statute ¹³(Law number 10,257, 2001) that more blunt guidelines were established so that urban planning would start being recognized as a political process with social participation.

These guidelines legitimized the Master Plan as an instrument for city planning and its review every 10 years has been leading cities with over 20 thousand inhabitants to reevaluate their urban development model, creating policies for more sustainable expansion and utilization of already existing spaces (LAW number 10,257, 2001); and in 2015, the country takes another step in the urbanization process with the creation of the Metropolis Statute ¹⁴(Law number 13,089, 2015), which constitutes guidelines so that metropolitan regions and urban agglomerations can promote the creation of Integrated Urban Development Plans for “the organization, planning and execution of public functions of common interest”. (LAW number 13,089, 2015)

In the city of São Paulo, the ruling ¹⁵PDE – Strategic Master Plan, in English - (2014) is a municipal law that guides sustainable development and growth for the city until 2030 and one of its strategies is focused on the “preservation of heritage and cultural stimulation” and it names 4 types of Special Culture Preserving Zones, focusing on the preservation of assets that hold historical, landscape, environmental, social or cultural interest in the city.

This strategy converges to the fulfillment of what was set out on the “Declaration of Amsterdam” in 1975, which instituted a model of preserving, conserving and revitalizing the European historical heritage, giving direction to

¹² WRI Brasil (2019) Políticas urbanas para cidades mais sustentáveis. [R] Retrieved June 22, 2019, from <https://wribrasil.org.br/pt/o-que-fazemos/projectos/políticas-urbanas-para-cidades-mais-sustentáveis>.

¹³ Constituição da República Federativa do Brasil (1988) Constituição da República Federativa do Brasil - Contêm as emendas constitucionais posteriores. Brasília, DF: Senado, 1988.

¹⁴ Law nº 13.089 (2015). Estatuto da Metrópole. Retrieved June, 15, 2019, [R] from <https://www2.camara.leg.br/legin/fed/lei/2015/lei-13089-12-janeiro-2015-780060-publicacaooriginal-145925-pl.html>.

¹⁵ PDE - Plano Diretor Estratégico (2014). Plano Diretor Estratégico. [R] Retrieved June, 10, 2019, from <https://gestaourbana.prefeitura.sp.gov.br/marco-regulatorio/plano-diretor/>.

an integrated urban planning, with society's participation, and which already clarified its importance to our resource economy and the combat against waste ¹⁶(IPHAN - Institute of National Historical and Artistic Heritage, 2015).

In Somekh's view (2016), the PDE – Strategic Master Plan - (2014) can restructure the city in order to make it more compact, with efficient mobility mechanisms, reducing the consumption of natural resources and, with that, thrusting the preservation of historical heritage “within a perspective that is contemporary and values the identity of the city of São Paulo with the creation of new instruments, such as the APC ZEPECs - Special Culture Preserving Zones – and the Cultural and Creative Territories” (SOMEKH, 2016, p.214).

The city of São Paulo currently has 3,600 buildings listed as historical heritage (SOMEKH, 2017) and it has some municipal laws that promote the feasibility of restoring historic properties. ¹⁷Law number 10,598/1988 (Urban Territorial Tax - IPTU - Exemption Law), ¹⁸Law number 12,350/1997 (Facade Law), ¹⁹Law number 15,598/2013 (Program to Support Cultural Projects) and ²⁰Decree number 57,667/2017 (Adopt an Artistic Work Project), that allow the owner or manager of these properties to have discounts or exemptions on their IPTU tax (Urban Territorial tax) for an undetermined period of time, discount on municipal taxes and enveloping of the building during construction in order to obtain a sponsorship for the restauration. Even though these laws have been in force for a while, very few buildings have benefited from these legislations and most of them are in varied levels of degradation.

The goal of this research is to try to understand the reasons why the owner or manager of these historic São Paulo buildings cannot preserve them, once it is possible to find examples in European countries, which have been working with the preservation theme for many decades now, that show how the preservation of heritage can be tied to contemporary modernity. We can observe, in different parts of the globe, movements in the most different formats that seek to make the preservation of historical heritage feasible and to requalify urban landscape.

Barcelona was a city that pioneered innovative management for preserving their cultural historical heritage. In 1986, Major Pasqual Maragall started the program: “Barcelona, posa't guapa” (Barcelona, make yourself beautiful). In order to engage the people from Barcelona, the solution was a practical action: every citizen who requested a technical report, which is a document detailing the specific conservation of a property, would have it free of charge, containing the studies on the deficiencies found in the building facade's conservation, and just in the first 02 years of the campaign, city hall issued 6 thousand technical restauration reports. For the accomplishment of such task, city hall partnered with universities that made professionals available for this work.

A second step in the program was to find financial resources to execute the restorations. Between 1988 and 1992, only 4.9% of all sponsored cultural activities in Spain were patrimonial restorations of buildings or monuments, that is, the numbers were not favorable. However, the huge campaign developed by city hall through the media and the support of public figures and artists made millions of citizens engaged with the cause, which is why the sponsor had guaranteed positive repercussion in terms of corporate identity. Whoever sponsored the restoration of the facades of historic buildings would be able to use the construction protection screen to announce the deed, keeping in mind that Barcelona was already implementing the clean city law, but, whoever sponsored the restoration work would be within the exception of the law. Back then, 600 historic properties were restored under this model, which was then replicated throughout other European countries. (VIANA, 2012). In 2014, the city of Paris also created a public-private partnership program, the Reinventing Paris program offered 23 large municipal properties to the private initiative, the concurrent teams needed to gather incorporators,

¹⁶ IPHAN - Instituto do Patrimônio Histórico e Artístico Nacional (2015). Declaração de Amsterdam 1975. [R] Retrieved June 19, 2019, from <http://portal.iphan.gov.br/uploads/ckfinder/arquivos/Declaracao%20de%20Amsterda%CC%83%201975.pdf>.

¹⁷ Law nº 10.598 (1988). Lei de Isenção de IPTU 1988. [R] Retrieved June, 19, 2019, from <http://legislacao.prefeitura.sp.gov.br/leis/lei-10598-de-19-de-agosto-de-1988/consolidado>.

¹⁸ Law nº 12.35 (1997). Lei das Fachadas 1997. [R] Retrieved June 15, 2019, from : <http://legislacao.prefeitura.sp.gov.br/leis/lei-12350-de-6-de-junho-de-1997/consolidado>.

¹⁹ Law nº 15.948 (2013). Programa de Apoio a Projetos Culturais 2013. [R] Retrieved June 15, 2019, from <http://legislacao.prefeitura.sp.gov.br/leis/lei-15948-de-26-de-dezembro-de-2013/>.

²⁰ Decreto nº 57.667 (2017). Programa Adote uma Obra Artística. [R] Retrieved June 15, 2019, from <http://savim.org.br/decreto-no-57-6672017-programa-adote-uma-obra-artistica/>.

investors to make the restorations feasible. 76 projects were selected in the beginning of 2016 and city hall collected 600 million euros ²¹(MISSIKA, 2019).

Other initiatives can become effective tools in the local reality, today there are many movements that must be studied such as the ²²Heritage Fund (2019), which is the biggest financier dedicated to heritage in the United Kingdom, many forms of Impact Investments, which are “investments made in companies, organizations and funds that intend to have measurable social and environmental impact along with financial return” ²³(GIIN, 2018, p.02), which can add to their scope the cause of preserving historical assets bringing efficiency into resource management.

Initiatives such as these are more present every time on the agenda of private companies, which have, in the last few years, shown interest in ideas such as creating a shared value (PORTER; KRAMER, 2011), conscious capitalism, social responsibility in companies ²⁴(WBCSD, 2000; MARREWIJK, 2003; HENDERSON, 2001) and sustainable development (WCED, 1987; SACHS, 1994).

3 METHODS

This research is exploratory, because it studies a problem which still has very incipient studies in Brazil and because this nature of research seeks to determine tendencies and to identify new environments and fields to be studied more in depth (GIL, 2007; SAMPIERI et al., 2013).

We opted for the in loco field research as the technical procedure applied in this paper, because according to Gil (2007), field studies look for a in-depth analysis of the proposed questions. We chose the quali-quantitative approach and not purely quantitative, because according to Sauerbronn and Avrosa (2010) the qualitative research is used in an interpretative constructivist approach, a view which seeks comprehension and the meanings of a phenomenon.

It is important to highlight that this research originates from a Data Driven perspective, that is, data oriented, because the field research, as well as primary data collection, was carried out by the Escola Paulista de Restauro (São Paulo Restoration School), through a partnership with a private company that acts in the cause for conservation and restoration of assets listed as historical heritage in São Paulo and that ventured to understand the hindrances for conserving historical assets, thus, the data collection preceded a theoretical substantiation.

On the data driven perspective, primary data collected through interviews are analyzed with the goal of generating categories of analysis (CHARMAZ, 2006).

The first step on this research was identifying and defining the research problem and creating an interview protocol, the second step was a random selection of assets listed as historic heritage in São Paulo and identifying the respondent subject for the research and, then, they were interviewed, on the fourth step is when the data analysis took place in order to obtain the categories of analysis and the fifth and last step is the discussion of the research's findings.

The first questions for the elaboration of a questionnaire used on step 01 started from the empirical formulation from day to day treatment with questions regarding the maintenance of listed historical buildings. The goal was to inquire people to settle several assumptions such as: Is it an onus to live in, manage or own a listed historical building? Do people value the fact that they are contributing to the maintenance of the memory and history of a location? What do they actually know about the legislation that protects their property? How were their restoration experiences? These concerns led us to create the thematic axes which guided the questionnaire.

²¹ MISSIKA, JL. (2017) La profondeur, nouvelle dimension de l'urbanisme parisien. In: MairieParis, reinventer.paris: Les dessous de Paris. Retrieved November, 04, 2017, from <http://www.reinventer.paris>.

²² Heritage Found (2019). Quem somos. [R] Retrieved June 29, 2019, from <https://www.heritagefund.org.uk/about/what-we-do>.

²³ GIIN - Global Impact Investing Network (2018). Annual Impact Investor Survey. [R] Retrieved February 13, 2018, from https://thegiin.org/assets/GIIN_AnnualImpactInvestorSurvey_2017_Web_Final.pdf.

²⁴ WBCSD - World Business Council for Sustainable Development (2000). How we drive sustainable development. New York. [R] Retrieved June 28, 2019, from <https://www.wbcd.org/>.

We chose one with a random base of 100 historical assets from the city of São Paulo. The sample was obtained through the Geo Sampa tool, which is a georeferencing tool that maps the city's listed historical buildings.

We sought to establish several selection criteria in order to guarantee diversity on the sample, thus, it was defined that the sample should contemplate a relative geographical diversity, by neighborhood or city zone, and we also considered the type of property, residential, commercial, industrial and Social Organizations. The last criteria established was regarding who manages the property: individual management or professional management.

Up until the elaboration of this article, there had already been 78 interviews and we established a limit of 50 interviews for the elaboration of this partial analysis.

The data analysis, as well as the conclusions, will be shown on the next section.

4 MAIN RESULTS

In this section we will present the data analysis obtained after the manual codification process carried out on the fourth step of this research. This analysis was made through the observation of incidents mentioned by the participants, from where we were able to extract the categories of analysis as a way of answering what the biggest challenges are when conserving buildings listed as historical heritage in São Paulo from the perspective of the owners/managers of these properties.

We identified that the majority of the listed historical buildings included in this research are located in the central area of the city. As to the type of property, for the most part, 44% are residential properties, 28% are commercial properties and 18% are properties that belong to social organizations. The second item we observed shows the type of management, that is, what type of structure manages the property and, therefore, is directly handling matters regarding the listed property when any type of intervention to the property may happen. In this sample's case, the majority of the properties are managed by the owners themselves or by the co-owners, that is, individual management.

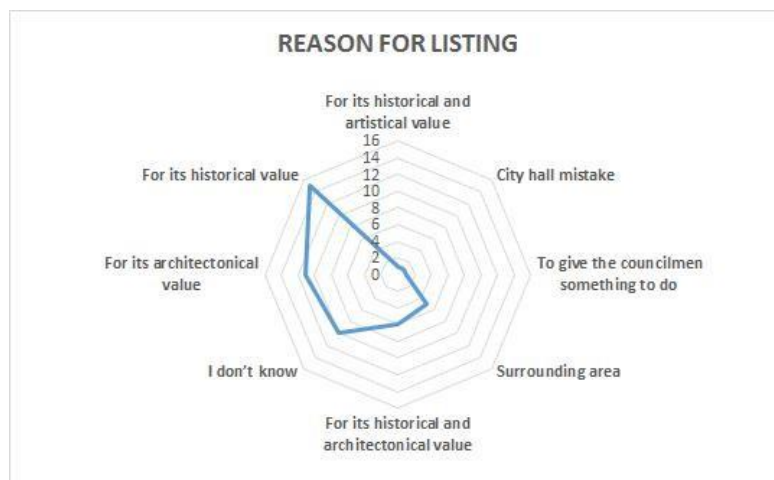
In order to check if the implicit common sense assumption that preserving and conserving a historic asset is a burden to its owners who, unaware of the legislation, consider the maintenance of their property an action that involves many duties, we tried to identify through the participants' speech if managing or owning these assets is positive or negative. So, 46% see it as something negative, 44% see it as something positive and 10% are indifferent.

We asked the participants if they were aware of the incentive laws that conduct the listed property cases in São Paulo. Then, it was found that 84% of the considered sample did even not know one of the existing laws. As to those who were aware of the legislation, about the use of such instruments in the city of São Paulo, most of the opinions were positive: "It is fair because we are conserving a good of the city and the financial incentive helps in the maintenance.

It is important to notice that the participants' lack of knowledge on incentive laws and feasibility indicate a need for an initial action that favors awareness and dissemination.

Starting from the idea that when we preserve a listed historic asset, we are not only preserving the material aspect, but also the memory and culture of a location (FONSECA, 2005; FIGUEIREDO, 2014; UNITED NATIONS, 2015; IPHAN - Institute of National Historical and Artistic Heritage, 2015), we tried to understand whether owners and managers were aware of the reason why their property was listed by the preservation organs.

Figure 2: Reason for Listing



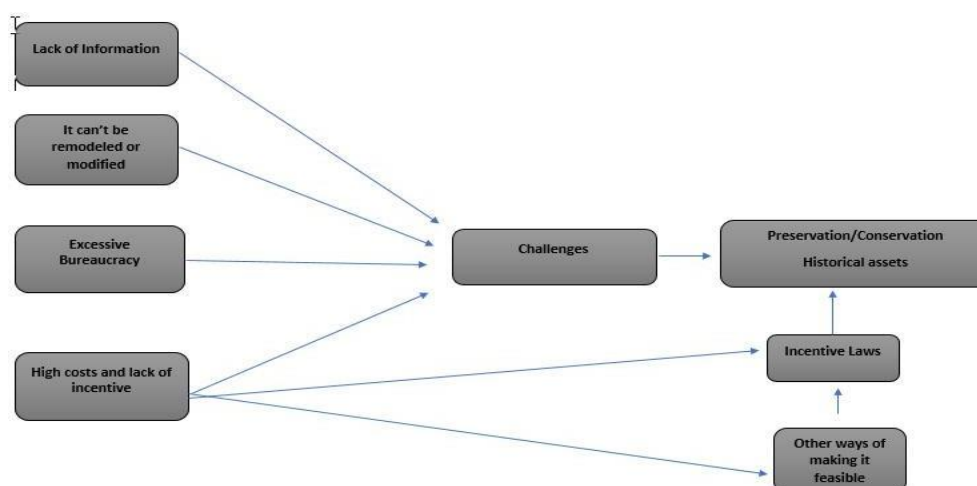
Source: Created by the authors, 2019

The participants demonstrated through evidences a great frequency in mentions of the “historic value” and “architectural value” categories; however, there are also expressive mentions of the “I don’t know” category.

The entire data analysis process, from codification until the frequency analysis on the established categories followed the established flow to comply with the goals of this research, which are to identify the main challenges, from the perspective of owners/managers’ of listed historical buildings in São Paulo, that prevent them from conserving/preserving their properties.

On that sense, figure 03 shows the dynamics between the main identified challenges to be deal so that the final goal of the issue established here, which is precisely conserving and preserving historical assets in the city of São Paulo, is reached.

Figure 3: Map of the Dynamics for the Preservation of São Paulo’s Historical Heritage



Source: Created by the authors, 2019

The most frequent negative aspect mentioned by the participants was the affirmation that the property cannot be remodeled or modified. The participants stated that: “Cannot be modernized, so commercially no one gives value”.

The second most frequent negative aspect mentioned is the challenge imposed by the excess of bureaucracy, as it is demonstrated by the participants: “In order to do a restoration, it is necessary to consult CONPRESP (DPH), and there is a lot of bureaucracy. It has no benefits, only standards to comply with”.

We can deduce by the evidence that the experiences owners and managers had with the city management organs were not positive in terms of the necessary help in obtaining approvals for interventions on their properties. Keeping in mind that in our sample, its owners mostly carry out the asset management.

The third most frequent aspect mentioned, even though in a smaller scale when compared to the other two bigger challenges mentioned above, was about the high costs and lack of financial incentive. The participants stated that: “In addition to the cost of restoration that uses expensive and very specific materials, it still has the cost of the projects, you are hampered by the high costs involved in the work and, on the other hand, there is no counterpart of the State”.

The economic and financial challenge for the participants is significant and the incident responses show that the participants know very little about the laws and ways of incentive that exist for conserving historical assets. Once again, we highlight the importance of developing actions for the awareness and information of property owners and managers.

Today, in São Paulo, we have some ways of incentive and feasibility of conservation and restoration of listed historical buildings. In one of the questions, we sought to understand the participants’ vision regarding two of these laws through the thematic axes “Incentive Laws.

Economic assistance is mentioned by most participants who consider the laws to be positive, followed by the importance of taking care of and keeping the properties well conserved. Out of our 50 analyzed cases here, 26 viewed these aspects as positive. In cases where the mention is negative or neutral, most mentions occur from a lack of both knowledge and dissemination of the laws for the people who need them the most: the owners. Others question if the contributed values would be enough to cover the maintenance and restoration costs.

The studied sample of 50 historical buildings totals an area of around 374 thousand m² that needs to be preserved and restored in the city.

CONCLUSION

The results of this study allowed us to identify the main challenges faced by managers and owners of properties in the city of São Paulo for the conservation of historical assets.

The fact that several owners/managers do not even know the reason why their property is considered historical heritage is an indicator that it is still necessary to make efforts to spread information and awareness to signal the importance of the city’s historical assets to the owners and managers of these properties and to society in general. What we can deduce through the initial results of this field research is that a second step, which is just as important as the beginning of the listing process, would be the start of a movement spreading awareness and information to the owner/manager about the meaning of listing, awareness on the importance of that building for the city’s memory and guidance regarding what can be modified or not in that property.

Recently, the DPH - Department of Historical Heritage - tried to focus their objectives on the so- called “valorization pillar” for understanding that creating social and economic value for cultural assets is essential and these are important actions towards overcoming challenges in favor of conserving and preserving assets (SOMEKH, 2017; DPH 2019).

Other initiatives surfaced regarding the valorization of historical heritage, such as “the creation and regularization of the Heritage Journey, the São Paulo Cultural Value Stamp and the Restoration Factory initiative, which suggested the promotion of social cohesion in areas with great incidence of listed historical buildings in the city” (SOMEKH, 2016, p.239).

Once owners and the civil society have full understanding of how important this preservation action is, the question that must be asked is how to make urban development projects that contemplate the revitalization of

neighborhoods and historical buildings economically feasible and how to do that in a city like São Paulo, without unleashing other urban phenomena such as the gentrification that happened in large cities? (CARDOSO, 2007).

The results from this research show that not even the participants know the incentive laws and, that way, they cannot discuss the effectiveness of their applicability.

Many existing ways and models of network feasibility (VIANA, 2012; MISSIKA, 2019; GIIN, 2018; HERITAGE, 2019) must be studied and adapted to the reality of the city of São Paulo.

The so-called Impact Investments (GIIN, 2018) can be a strong mechanism to be used in favor of the creation of a sustainable economic feasibility network, after all, the more democratic and modern the conservation policies are, the closer we will be to the accomplishment of new economic ways that make them sustainable.

Finally, it is understood that the challenges towards preserving the city's historical heritage must be surpassed through the creation of this network that may include professionals from many fields of knowledge, because a complex problem requires multidisciplinary solutions and innovative sustainable management.

This research reaches here its general goal by identifying the main challenges owners/managers of listed historical buildings in São Paulo go through when preserving their properties. The conservation of historical heritage meets the goals for sustainable development towards more inclusive cities (UNITED NATIONS, 2015). However, since we are talking about initial exploratory studies with partial results, it does have limitations and identifiable gaps.

As a suggestion for future researches in order to fill the gaps identified in this research, we suggest: studies with the previous managers for the Municipal Department of Historical Heritage aiming to identify the main challenges and limitations within this preservation organ; researches alongside property owners who used or are using some of the incentive laws in force in the city in order to understand the applicability potential of these incentives; researches on the applicability effectiveness of international experiences for a possible nationwide replication and, finally, it would be ideal to widen the sample having one specific central neighborhood in São Paulo as pilot to understand in more detail the existing dimensions and variables that impede the preservation of these assets.

Our initiative while researchers must function so that we start new discussions and promote more researches on urban development management for restoration and preservation of São Paulo's heritage through articulations between civil society and the public and private sectors.

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