



CATOLICA
SCHOOL OF ARTS

PORTO

THE REHABILITATION OF BUILT HERITAGE IN PORTO'S HISTORIC CITY CENTRE

APPLICABLE CONCEPTS FOR A CONSERVATION APPROACH

Dissertation presented to the Universidade Católica Portuguesa - Porto
for the degree of Master in Conservation and Restoration of Cultural Heritage

Inês Rosa

Porto, July 2023



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- Built/Integrated Heritage -

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Work conducted under the supervision of
Doctor Professor Eduarda Vieira

And co-supervision of
Doctor Professor João Miranda Guedes

Porto, July 2023

The Rehabilitation of Built Heritage in Porto's Historic City Centre
Applicable Concepts for a Conservation Approach

"(...)

de onde vem esta saudade

espalhar-se na cidade

em forma de souvenir

que venha quem vier por bem

mas não se trate com desdém

quem tratou deste lugar"

(A garota não, 2022)

The Rehabilitation of Built Heritage in Porto's Historic City Centre
Applicable Concepts for a Conservation Approach

"(...)

where does this nostalgia comes from

spreading through the city

in the form of a souvenir

let whoever come with good intentions,

but do not treat with disdain

those who cared for this place"

(A garota não, 2022, trans. by Author)

Abstract

This dissertation explores the preservation of cultural heritage in Porto's historic city centre, focusing on centenary buildings and their rehabilitation practices.

By examining theories, principles, and interdisciplinary perspectives in heritage conservation, this work sheds light on guiding principles that promote sustainable approaches in this type of unlisted heritage. The analysis of Charters, Principles, and European guidelines highlights the convergence of visions on the theme. The aim is to understand why these valuable structures often undergo alterations that compromise their authenticity and intrinsic values, thus underestimating the embodied historical values and collective memory.

Portuguese legislation recognizes the importance of preserving unlisted buildings, with recent positive steps taken towards their protection. However, work must still be undertaken to establish a normative framework for their conservation. Collaboration among professionals is crucial in combating façadism, and digital technologies are now essential for conservation efforts. In general, this study emphasizes the importance of conservation in preserving cultural identity, fostering economic and social well-being, and ensuring environmental sustainability.

This dissertation is part of the project "HAC4CG - Heritage, Art, Creation for Climate change. Living the city: catalysing spaces for learning, creation and action towards climate change", with the city of Porto as a local case study. In research line 1 - Engaging Citizens through heritage conservation, this work falls under the WP3 - Heritage Observatory, which aimed to survey the transformations in Porto's urban fabric and built heritage due to increasing tourist pressure.

Keywords: Porto, Rehabilitation, Conservation, Common Heritage, Sustainability; HAC4CG

Resumo

Esta dissertação explora a preservação do património cultural no centro histórico do Porto, com o enfoque nos edifícios centenários e nas práticas de reabilitação associadas. O objetivo é compreender por que motivo estas edificações de valor acrescentado, frequentemente sofrem alterações que comprometem a sua autenticidade e valores intrínsecos.

Com a análise de teorias, princípios e perspetivas interdisciplinares na conservação do património, este trabalho lança luz sobre os princípios orientadores que promovem abordagens sustentáveis neste tipo de edificado não classificado. A análise de cartas, princípios e diretivas europeias destaca a convergência de visões sobre o tema. O objetivo é compreender por que razão estas valiosas estruturas frequentemente sofrem alterações que comprometem a sua autenticidade e valores intrínsecos, subestimando assim os valores históricos e a memória coletiva nelas incorporados.

Embora a legislação portuguesa reconheça a importância da preservação de edifícios não classificados e tenham sido dados passos recentes para a sua salvaguarda, ainda há melhorias a serem feitas na definição de um quadro normativo para a sua conservação. A colaboração entre profissionais é crucial no combate ao "fachadismo", e o uso de tecnologias digitais é hoje essencial para os esforços de conservação. No geral, o presente trabalho destaca a conservação como vital para preservar a identidade cultural, promover o bem-estar económico e social e garantir a sustentabilidade ambiental.

Esta dissertação é parte integrante do projeto "*HAC4CG - Heritage, Art, Creation for Climate change. Living the city: catalyzing spaces for learning, creation and action towards climate change*", tendo a cidade do Porto como caso de estudo. Este trabalho está inserido na linha de pesquisa 1 - *Envolvimento dos Cidadãos através da conservação do património*, e está sob o WP3 - Observatório do Património, que teve como objetivo analisar as transformações na malha urbana do Porto e no património edificado decorrentes da crescente pressão turística.

Palavras-Chave: Porto, Reabilitação, Conservação, Património Comum, Sustentabilidade, HAC4CG

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¹ HAC4CH Project Partners and Co-financiers:



Acronyms & Abbreviations

AL	Local Accommodation; Short-term Rental (<i>Alojamento Local</i>)
ARU	Urban Rehabilitation Area
BH / BCH	Built Heritage / Built Cultural Heritage
C&R	Conservation and Restoration
CH	Cultural Heritage
CMP	Porto City Council
CRUARB	Commissariat for the Urban Renovation of the <i>Ribeira-Barredo</i> Area
DGPC	General Directorate of Cultural Heritage
DRCN	Regional Culture Directorate for the North
ECB	European Central Bank
ERDF	European Regional Development Fund
ESPON	European Spatial Planning Observation Network
EU	European Union
FDZHP	Foundation for the Development of the Historic Area of Porto
GHG	Greenhouse Gas
HCP	Historic Centre of Porto
ICH	Intangible Cultural Heritage
ICOMOS	International Council on Monuments and Sites
IFRRU	Financial Instrument for Urban Rehabilitation
MP	Municipality of Porto
OUV	Outstanding Universal Value
PDM	Municipal Master Plan
RERU	Exceptional Urban Rehabilitation Regime
RJIGT	Legal Regime of Territorial Management Instruments
RJRU	Legal Regime of Urban Rehabilitation
SAAL	Local Ambulatory Support Service
SME	Small and medium-sized enterprises
SRU	Urban Rehabilitation Company (Society for the Urban Rehabilitation)
UGAU	Urban Area Management Unit
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
URA	Urban Rehabilitation Areas

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1 Introduction

1.1 Background and context

The city of Porto stands as a testament to its profound historical significance, which permeates every corner of its city centre. The echoes of Porto's valuable past resound within its architecture, from the majestic centenary buildings to the iconic monuments, alongside the humblest houses. Each structure holds a piece of history, contributing to the rich tapestry of the city's cultural heritage and reflecting the enduring legacy of Porto's unique journey through time.

In 1996, Porto's historic city centre, together with *Luiz I* bridge and Monastery of *Serra do Pilar*, were granted the title of "World Heritage site" by UNESCO. In the Advisory Body Evaluation (1996), Porto's rich history and vibrant culture were emphasized, exemplified by its diverse architectural influences and strategic location on the Douro River as a significant centre of trade and commerce throughout history. The city's continuous preservation played a crucial role in its evaluation, alongside the strong commitment to maintaining constant surveillance over its valuable heritage.

Preserving this heritage is crucial for maintaining the community's cultural identity and collective memory (CIVVIH, 2011; ICOMOS Canada, 2008; United Nations Framework Convention on Climate Change, 2022).

However, rehabilitation projects often overlook the intrinsic connection between physical properties (tangible assets) and intangible values. In Porto, renowned buildings and even entire building blocks are undergoing extensive alterations, leading to the loss of their intended essence or the unique character they have gained over time (ICOMOS Portugal, 2012, 2020).

This work embodies the foundations for a Heritage Observatory within the HAC4CG project², analysing the rehabilitation practices of Porto's centenary buildings over the past decade. It focuses on touristic and common housing projects that have led to drastic changes in the built fabric, particularly those with significant cultural importance in the historic city centre. The

² See Section Acknowledgements, p. vi.

dissertation evaluates the interventions conducted in these buildings, considering the potential for gentrification and loss of identity. Instead of merely presenting a list of tools for rehabilitation projects, this work aims to establish and promote the principles of Social, Economic, and Environmental Sustainability in alignment with the HAC4CG Project.

1.2 Research aim and objectives

First and foremost, this work is for the Preservation of Cultural Heritage, crucial for maintaining our tangible link to the past and safeguarding the historical and cultural significance of our built environment.

This study aims to investigate the factors influencing the preservation and transformation of the historic built environment in Porto, with a specific focus on the centenary buildings that form the city landscape and showcase some of the most exceptional instances of integrated heritage within their interiors, encompassing numerous construction techniques, local solutions, and distinctive examples of the diversity of decorative arts. Such investigation will help to understand why these valuable buildings³, with their inherent cultural and historical values, often fall short of being fully utilized and capitalized upon. Instead, there is a tendency to prioritize the demolition of interiors (selective or total) with the subsequent obliteration of inner decorations or massive alterations that compromise the building's authenticity and character, in other words, their "intrinsic values" (E.C.C.O. et al., 2008).

In order to achieve a meaningful and practical approach to conservation, it is necessary to explore the underlying theories and principles that govern heritage values, such as conservation, renewal, rehabilitation, and comprehensive safeguarding plans (Caicedo, 2022; LAH, 2001). Additionally, it is essential to explore heritage conservation's theoretical and methodological bases to identify any limitations that may arise from technical, commercial, or cultural views. Against this backdrop, this study aims to provide a comprehensive exploration of these issues, shedding light on the interdisciplinary perspectives that foster successful practices in heritage conservation.

³See section 2 What is Cultural Heritage? p. 3.

2 What is Cultural Heritage?

To fully comprehend the unique characteristics and intricacies of built heritage, we must begin by establishing a comprehensive understanding of the various levels at which it operates and fits. Only afterwards can we effectively work towards its sustained preservation.

The definition of Cultural Heritage (CH), as stated in Article 2 of the Faro Convention, states the following:

“Cultural heritage is a group of resources inherited from the past that people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge, and traditions. It includes all aspects of the environment resulting from the interaction between people and places through time.”

(Council of Europe, 2005, p. 2)

Historically a restricted category (for it only embraced monumental buildings of past times and cultures), it has undertaken revisions throughout the years (Choay, 2014). Now, one can assume that those changes, adaptations or additions are the norms in the field (Riegl, 2014 [1903]), for there is a constant need for expanding and involving new forms of expression and values. Nevertheless, the definition provided by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) is widely accepted worldwide:

“Cultural heritage includes artefacts, monuments, a group of buildings and sites, museums that have a diversity of values including symbolic, historic, artistic, aesthetic, ethnological or anthropological, scientific, and social significance. It includes tangible heritage (movable, immobile, and underwater), intangible cultural heritage (ICH) embedded into cultural, and natural heritage artefacts, sites or monuments.⁴”

(UNESCO, 2009, p. 87)

In that same document, UNESCO has implemented a scheme to categorize and classify CH

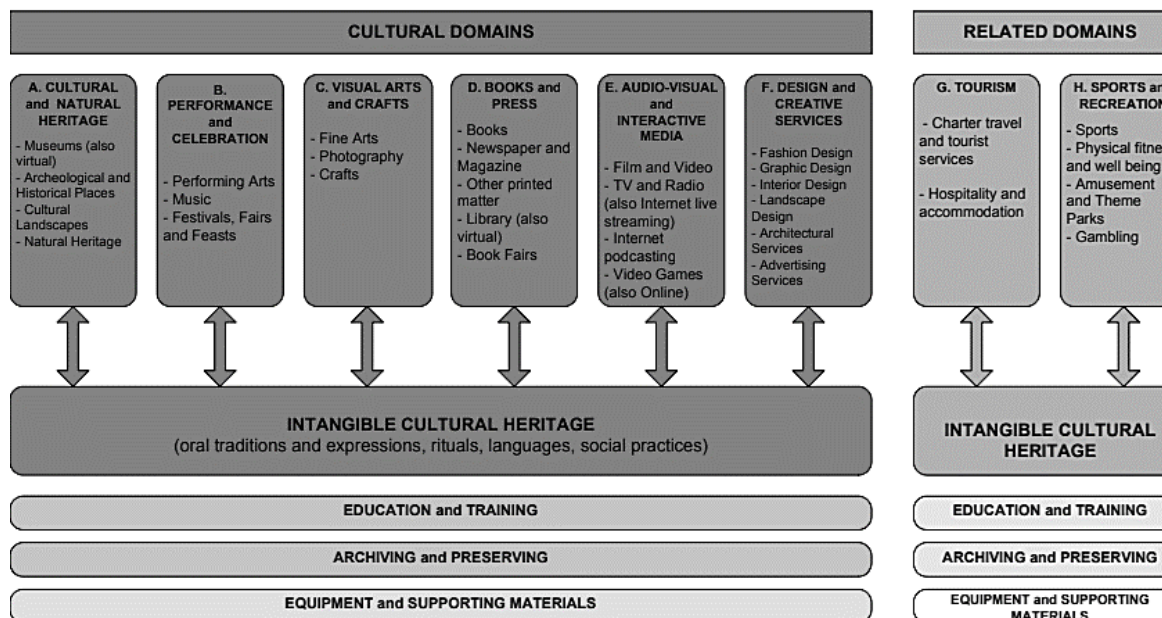
⁴ This definition does not include intangible cultural heritage associated with other cultural areas like festivals and celebrations. However, it does include industrial heritage and cave paintings (UNESCO, 2009).

What is Cultural Heritage?

Tangible and Intangible Cultural Heritage

for statistical purposes systematically (Figure 1), adding a very elucidative light on the subject.

Figure 1 - Framework for cultural statistics domains



Source: (UNESCO, 2009, p. 23)

2.1 Tangible and Intangible Cultural Heritage

Tangible heritage is often considered the "visible side" of cultural heritage, encompassing various physical artefacts and structures that can be seen and touched. It is commonly divided into three categories: movable, immovable, and underwater.

In contrast, Intangible Cultural Heritage (ICH) is defined as a set of practices, knowledge and skills, by voices and oral traditions, by values and customs, and can be broken into several domains, such as:

- “(a) oral traditions and expressions, including language as a vehicle of the intangible cultural heritage;
- (b) performing arts;
- (c) social practices, rituals and festive events;
- (d) knowledge and practices concerning nature and the universe;
- (e) traditional craftsmanship”

(UNESCO’s Convention for the Safeguarding of the Intangible Cultural Heritage, 2003, pp. 5–6)

They are passed down from generation to generation and are vital to communities' and societies' heritage and cultural identity worldwide (UNESCO Institute for Statistics, 2009).

The tangibility of cultural heritage is almost inseparably linked to its inherent intangible values. In other words, most tangible assets do not possess value in isolation but are valuable because they embody and represent intangible qualities. It underscores the importance of recognizing and preserving both tangible and intangible traits of cultural heritage to fully comprehend their significance and appropriately safeguard them for future generations. This symbiosis is reflected in many forms, such as when talking about monuments and sites, they:

(...) possess certain symbolic meanings and memories associated with them that are not directly tangible. The rituals and festivals conducted in these sites, social systems rooted in them, and arts and crafts associated with them are also attributes that make these places unique, significant, and valuable.

(K. D. Silva, 2008, p. 2)

Another way of looking at ICH is the one that Rodney Harrison and Deborah Rose present in the book chapter "Intangible heritage", describing it as a mean, the "fluid" between people and things, considering it as the "... *non-material aspects of culture that help societies to remember their past and their traditions, to build a sense of identity, community and locality in the present*⁵" (Harrison & Rose, 2010, p. 240).

2.1.1 Built Cultural Heritage (Architectural Heritage)

According to Lichfield et al. (1993), there are three types of resources on the planet, those of Natural origin, those man-made, and humankind, the people inhabiting Earth. Built Cultural Heritage (BCH) stands in the man-made category, although on a minor scale of everything humanity produces. They are protected considering their cultural value to past and present generations and are broadly understood as a significant good worth preserving so that future generations can appreciate it in the same form as previous generations did. That need and claim for protection extends beyond local and can be of great importance to others, as seen in cases of national classification or broader forms of safeguarding, such as inclusion in UNESCO's World Heritage List

⁵ Note that this chapter takes a rather critical view of UNESCO's ways of seeing and thinking about cultural heritage, mostly from "non-western" countries.

What is Cultural Heritage?

Tangible and Intangible Cultural Heritage

for monuments and sites.

The proprietary essence of BCH comprises ownership, it being private or public. If classified, the owner must follow a specific set of rules in which he can or cannot intervene on the protected asset (Lichfield et al., 1993). However, it is crucial to acknowledge that heritage holds inherent value independent of any interventions, policies, or protective measures as long as people recognise and respect it in such terms.

The author states that built heritage is a complex entity that should be approached holistically, basically, for it comprises tangible elements that reflect traditional practices, arts and crafts, rituals, experiences, and more, all of which are significant intangible aspects of the asset (Lichfield et al., 1993). Therefore, the tangible values of built heritage cannot be separated from their intangible ones, as they are intrinsically interrelated and interdependent.

Consequently, one can argue that the intangible domain that stands out most when discussing built heritage is undoubtedly traditional craftsmanship. Understanding its forms and how it projects the views and needs of a community is of great importance. The UNESCO website for Intangible Heritage (UNESCO, 2023), depicting the Convention for the Safeguarding of the Intangible Cultural Heritage (2003), has, amongst others, an entire section on traditional craftsmanship. It addresses the need to preserve the skills and knowledge involved in craftsmanship over the crafted artefacts. Instead of just holding craft objects, the safeguarding efforts should encourage artisans to continue producing crafts and passing their skills onto others, especially within their communities. It also clarifies the various expressions of traditional craftsmanship, such as tools, clothing, jewellery, costumes and props for festivals, storage containers and objects, decorative art and ritual objects, musical instruments, household utensils, and others ranging from delicate and detailed work to robust and rugged tasks (UNESCO, 2023).

Furthermore, integrated heritage should be regarded as a branch of the broader architectural context of which it is an integral part. It should not be treated in isolation but rather understood as a vital component of the larger whole.

By acknowledging the interdependence between the tangible and intangible aspects of built heritage and the integration of heritage within its broader context, we can better appreciate its significance and value, enabling us to develop more effective strategies for its "*... identification, documentation, research, preservation, protection, promotion, enhancement, transmission ...*" (UNESCO's Convention for the Safeguarding of the Intangible Cultural Heritage, 2003, p. 6), and management of our cultural heritage (Lichfield et al., 1993).

2.1.2 Genius Loci or “The Spirit of Place”

The concept of "spirit of place" refers to the unique character and identity of a particular location and the challenges of preserving this character in the face of social, economic, and environmental changes.

The importance of preserving the spirit of place is affirmed in the Québec Declaration (ICOMOS Canada, 2008), which defines it as the unique identity and character of a particular location and emphasizes the need for a holistic approach to heritage conservation that involves the participation of local communities and stakeholders.

Various authors have contributed to defining the spirit of place, emphasizing that it is an experiential quality unique to a particular place and created through a combination of tangible and intangible attributes. For example, Silva (2008) defines the “spirit of place” as a combination of tangible features (such as buildings, landscapes, objects, people, and activities) and intangible qualities (such as cultural attitudes towards the environment, symbolic meanings embedded in the place, historical memories, personal attachments, emotions, and preferences). Similarly, Rifaioğlu and Sahin Güçan (2008) propose a phenomenological approach to understanding and describing the “spirit of place” through a depiction of its physical features and an interpretation of the human experiences within that place. They emphasize that the substance of place is formed through time by its unique and distinctive character and is the base of both the building and its users.

Apart from the understanding, protecting such places must take a different approach from others, as we must consider intangible values that are also in need of protection. In the words of Norberg-Schulz

“Protecting and conserving the *genius loci* means concretizing its essence in ever-new historical contexts. Respecting the *genius loci* does not mean copying ancient models but highlighting the identity of the place and interpreting it in a new way. Only in this way can we speak of a living tradition that justifies the changes referring to a series of local parameters”.

(Norberg-Schulz, 1980 as cited Girard & Vecco, 2019, p. 487)

In the same article, “Genius loci: the evaluation of places between instrumental and intrinsic value”, the authors stand by a circular chain to sustain this idea “To keep and to valorise the spirit of place, we need to accomplish three main steps: rethink, protect and transmit the place and its spirit” adding that “*This threefold movement is not linear. To be successful it needs to be circular and incremental*” (Girard & Vecco, 2019, p. 488).

3 Fundamental Charters

The importance of preserving and protecting our cultural and historic buildings, structures, and sites has been a central point in providing a sense of identity and continuity for communities and nations. Conservation of built heritage has been one of the critical factors for Heritage Charters and Declarations over the years. It is considered an undisputed tool when preserving and protecting these cultural assets.

Here, a selection retrieved from Ana Paula Amendoeira's opening proceedings during the Colloquium's inaugural session, "Porto World Heritage: Good practices in urban rehabilitation" (ICOMOS Portugal, 2013), is provided with additional charters and principles that focus on built heritage or with significance for the study, alongside every article that directly or indirectly discusses it.

3.1 Venice Charter (1964)

Officially known as the "**International Charter for the Conservation and Restoration of Monuments and Sites**" (Gazzola et al., 1964), the Venice Charter was produced in 1964 by ICOMOS during a conference in Venice, Italy.

The Venice Charter is a crucial document for the conservation and restoration of cultural heritage sites. It establishes the principles and guidelines for preserving, restoring, and reconstructing historic buildings, monuments, and archaeological sites. The charter recognizes the importance of preserving the authenticity and integrity of cultural heritage sites and provides guidelines for achieving this goal.

The charter also emphasizes the importance of respecting a site's cultural, historical, and aesthetic values and balancing them with practical considerations, such as the site's function, accessibility, and safety. It also highlights the importance of using traditional materials and techniques in restoration work and avoiding over-restoration or reconstruction.

Here are some of the most relevant articles on built heritage:

Article 5 emphasizes that using a monument for a socially valuable purpose is desirable, but any modifications to the building must not alter its layout or decoration.

Article 6 states that a monument's traditional setting should be preserved, and no new construction, demolition, or modification that would alter its mass or colour relations should be allowed.

Article 7 states that a monument is inseparable from its history and setting, and it should only be moved if its safeguarding demands it or a national or international interest of paramount importance justifies it.

Article 8 allows for removing integral parts of a monument only if it is the sole means of ensuring their preservation.

Article 16 emphasizes the importance of precise documentation in all preservation, restoration, or excavation work, with detailed reports and drawings to "*... be placed in the archives of a public institution and made available to research workers*" (Gazzola et al., 1964),

3.2 World Heritage Convention (1972)

After World War I, the concept of establishing a global movement dedicated to safeguarding heritage began to take shape. It culminated in the formulation of the 1972 Convention on the Protection of the World Cultural and Natural Heritage (UNESCO, 1972) which resulted from the fusion of two distinct movements; one movement focused on the preservation of cultural sites, while the other was concerned with the conservation of natural areas.

The document opens by noting that cultural and natural heritage face growing threats of destruction, not only from traditional decay but also from changing social and economic conditions that exacerbate the situation with even more severe damage. It is essential to recognize that the deterioration or loss of any element of cultural or natural heritage represents a detrimental loss to the heritage of all nations worldwide.

The definitions it acknowledges of Cultural Heritage (Article 1) are the following:

Fundamental Charters

World Heritage Convention (1972)

“monuments: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;

groups of buildings: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;

sites: works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.”

(UNESCO, 1972, p. 2)

Every State Party to the Convention acknowledges that the responsibility of safeguarding and maintaining the cultural and natural heritage described in Articles 1 and 2 and located within its borders primarily rests with that State (article 4).

Inviting every State Party to:

“(a) to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes;

(b) to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions;

(c) to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage;(d) to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage; and

(e) to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.”

(UNESCO, 1972, pp. 3–4)

Point 4 in Article 11 states that the Committee⁶ is responsible for creating and updating a list called the "List of World Heritage in Danger." This list includes properties from the World Heritage List that require significant conservation efforts and have requested assistance under the Convention. The properties on the list face serious and specific threats, such as:

⁶ "The World Heritage Committee", is an Intergovernmental Committee for the Protection of the Cultural and Natural Heritage of Outstanding Universal Value.

"... accelerated deterioration, large-scale public or private projects or rapid urban or tourist development projects; destruction caused by changes in the use or ownership of the land; major alterations due to unknown causes; abandonment for any reason whatsoever; the outbreak or the threat of an armed conflict; calamities and cataclysms; serious fires, earthquakes, landslides; volcanic eruptions; changes in water level, floods and tidal waves."

(UNESCO, 1972, p. 6)

The Committee can also add new entries to the list when urgent action is needed and promptly publicize those additions.

Point 7 in Article 13 sets the Committee to work with international and national governmental and non-governmental organizations with similar goals to the Convention. It can enlist the support of these organizations, such as the Rome Centre, ICOMOS, and IUCN, as well as public and private entities and individuals, to carry out its programs and projects. This collaboration aims to achieve the objectives of the Convention through a collective effort, utilizing the knowledge and resources of different organizations and individuals.

If necessary, any State Party has the right to request assistance, which can be provided in various forms through the World Heritage Fund, including expert support, training, equipment supply, low-interest loans, and non-repayable subsidies, amongst others (UNESCO, 1972).

Article 27 states that States Parties to the Convention are encouraged to promote appreciation and respect for cultural and natural heritage through educational and informational programs. They are also responsible for informing the public about the heritage's threats and the activities undertaken under the Convention.

3.3 Washington Charter (1987)

The **Charter for the Conservation of Historic Towns and Urban Areas** (ICOMOS, 1987) is a document adopted by the Council of Europe in 1987 outlining the principles and guidelines for the preservation and management of historic towns and urban areas. It is still recognized as a fundamental tool for protecting and enhancing cultural heritage.

The Charter recognizes the importance of historic towns and urban areas as repositories of cultural, social, and economic values and emphasizes the need for their protection, conservation, and enhancement.

It also emphasizes the importance of an integrated approach, calling for the collaboration

of all stakeholders, including local authorities, residents, property owners, and professionals, emphasizing the need for a balance between the preservation of cultural heritage and the economic and social needs of the community.

The principles and guidelines outlined in the Charter include identifying and protecting the historic fabric of towns and urban areas, establishing appropriate planning and management systems, promoting public awareness and education, and encouraging appropriate development and use of historic buildings and spaces. The document also calls for the establishment of effective mechanisms for the implementation and monitoring of conservation policies and practices and the development of international cooperation and exchange of information and experience.

Overall, the Charter for the Conservation of Historic Towns and Urban Areas provides a framework for the protection and enhancement of the cultural heritage and serves as a guide for the policies development of and practices aimed at ensuring the sustainable use and enjoyment of these valuable sites.

3.4 The Nara document on authenticity (1994)

The Nara Document, which builds on the Venice Charter, marked a watershed moment in modern conservation history (Stovel, 2019). It aimed to implement internationally applicable conservation principles that address the expanding scope of cultural heritage concerns. The document highlights the importance of a broader understanding of cultural diversity and cultural heritage concerning conservation. It underscores the need to consider all societies' cultural and social values. It calls for respect for other cultures, values, and tangible and intangible expressions that form part of the heritage of every culture (J. Paul Getty Trust, 2023).

It also recognises that there are no fixed criteria to judge the value and authenticity of cultural property; hence it must be evaluated within the cultural context to which it belongs. The *"...responsibility for the care and management of heritage belongs primarily to the culture that produced it"* (J. Paul Getty Trust, 2023). However, the document also calls on international charters and agreements that provide a set of universal principles which can help guide the conservation and management of heritage resources. The Nara Document marks the final stage of the move from belief in universal international absolutes to acceptance of conservation judgments as necessarily relative and contextual (Stovel, 2019). It calls for an international consensus but extends the range of attributes through which authenticity might be recognized to accommodate mainstream local conservation practices.

Appendix 1.2 (Nara Conference on Authenticity, 1994) states it very clearly by discussing the efforts required to determine the authenticity of cultural heritage in a way that respects the diversity of cultures and their unique needs. It requires specific analytical processes and tools tailored to each culture. The paragraph lists several aspects that such an approach may have in common, including collaborating with experts from various fields, ensuring that attributed values represent a culture's interests and diversity, documenting the authenticity of monuments and sites clearly to guide future treatment and monitoring, and updating authenticity assessments when values and circumstances change. The document emphasizes the importance of taking a nuanced and culturally oriented approach to authenticity assessments for cultural heritage.

3.5 Krakow Charter (2000)

Following the spirit of the Venice Charter (1964), the participants of the International Conference on Conservation "Kraków 2000" recognized the diversity of European cultural traditions and the importance of preserving intangible and tangible heritage (Melucco et al., 2000).

The conference participants acknowledged that conservation must be addressed in subtypes of intervention, such as environmental control, maintenance, repair, restoration, renovation, and rehabilitation. They must be executed by trained professionals that decide, select and take responsibility for that specific intervention in the cultural heritage field.

It is also stated that conservation of historic buildings and monuments means maintaining their authenticity and integrity in all their components. The building is understood as a whole, with no distinction of interior spaces, furnishings, decorative schemes, structures, or façades. The restoration project must define appropriate methodologies (integrating traditional crafts), clarifying the aims of the intervention, and it may also suggest or draw attention to more compatible activities or uses for the building in the future.

Particular attention is targeted to improving our knowledge of traditional materials and techniques and their appropriate continuation in modern society, as they are essential cultural heritage components. Nonetheless, modern and contemporary options to improve the wellbeing of the users must be considered, given their compatibility and continuous and rigorous testing and monitoring considering the outcomes.

Also, integral reconstructions "in the building's style" should be discarded, acknowledging smaller ones when undisputed documentation is available for such work. If needed, the

reconstruction should be entirely differentiated and per contemporary values.

According to the charter, the diversity of historic towns and villages makes the universal heritage together with the structures, spaces, and its human factors, in a continuous evolution that “requires an integrated planning process”, with conservation as a discipline that deals with the tangible, sustaining the intangible values. One building’s poor architectural value must not detract from its preservation, considering its place on a broader morphology and the “organic unity” of its surroundings, allowing space for adaptation whilst considering the sustainability of every option selected.

In the spirit of others mentioned above, it is also acknowledged that the distinct nature of heritage values and multiplicity of discipline requires specialists and administrators to contribute and engage in a communication flow. However, it is essential that the inhabitants themselves participate and contribute inclusively and actively in the decision-making process.

The last recommendation selected acknowledges the importance conservation professionals have on the protection and conservation of built heritage and the need to reiterate their place through legal and administrative actions.

3.6 Victoria Falls Principles (2003)

The ICOMOS **Principles for the Analysis, Conservation, and Structural Restoration of Architectural Heritage** was adopted in 2003. The Charter (ICOMOS, 2003) aims to provide principles for the conservation and restoration of architectural heritage.

The opening statement serves as a powerful reminder of the careful approach and attention required when dealing with centenary buildings:

“Structures of architectural heritage, by their very nature and history (material and assembly), present a number of challenges in diagnosis and restoration that limit the application of modern legal codes and building standards.”

(ICOMOS, 2003, p. 1)

The main principles outlined in the Charter are respect for cultural significance, minimal intervention, reversibility, use of compatible materials, use of traditional techniques, continuous maintenance, safety and accessibility, cultural diversity, and documentation and monitoring. The Charter is a valuable guideline for preserving and restoring architectural heritage with a strong focus

on structural elements and safety.

Regarding the Principles' **General Criteria**, the Charter emphasizes a multi-disciplinary approach to conserving, reinforcing, and restoring architectural heritage (1.1). Cultural context plays a pivotal role in determining the value and authenticity of heritage (1.2). The Charter advocates safeguarding the integrity of all components, discouraging interventions that compromise building era and regional technology, particularly "... *the removal of the inner structures maintaining only the façades does not fit the conservation criteria*" (CIVVIH, 2011, p. 1) (1.3). When proposing changes in use or function, conservation requirements and safety must be thoroughly considered (1.4). Restoration of the structure aims to serve the building as its whole (1.5). Given the complex history of heritage structures, the Charter adopts an organized approach resembling medical practices involving anamnesis, diagnosis, therapy, and controls to guide data collection, damage identification, remedial measure selection, and intervention evaluation (1.6). Any action should carefully weigh achievable benefits and potential harm to heritage, except for urgent safeguard measures to prevent imminent collapse, which should prioritize reversible fabric modifications whenever possible (1.7).

Under section 2, **Researches and diagnosis**, the Charter stresses the importance of a multidisciplinary team collaborating from the beginning, conducting an initial survey, and preparing the investigation program (2.1). Data processing is conducted to create a comprehensive plan proportional to the structures' actual issues (2.2). Understanding the structural and material characteristics is crucial, encompassing original and previous states, construction techniques, alterations, effects, phenomena, and current conditions (2.3). Point 2.4 addresses archaeological findings, emphasizing solutions that preserve the building's concept, form, and use. Diagnosis relies on historical, qualitative, and quantitative approaches involving direct observation, historical and archaeological research, material and structural tests, monitoring, and structural analysis (2.5). Identifying the causes of damage and decay and assessing the structure's safety level is crucial before considering structural intervention (2.6). The safety evaluation, the final step in the diagnosis, involves qualitative and quantitative analysis through direct observation, historical research, structural analysis, and, if necessary, experiments and tests (2.7). All information, including the diagnosis and safety evaluation, should be detailed in an "explanatory report" (2.9).

Point 3 of the Charter focuses on **Remedial measures and controls**. The best practice is to maintain consistent preventive maintenance (3.2), but if intervention is necessary, addressing root causes rather than symptoms is essential (3.1). Conservation and reinforcement measures should be based on safety evaluation and a deep understanding of the structure's significance (3.3). Actions must be justified by demonstrating their indispensability (3.4), and interventions should align with

safety objectives while minimizing harm to heritage values and ensuring durability (3.5). Designing interventions requires a clear understanding of actions causing damage and decay and considering post-intervention structural analysis (3.6). Careful assessment of "traditional" and "innovative" techniques on a case-by-case basis is vital, favouring methods that are least invasive, compatible with heritage values, and meet safety and durability standards (3.7).

An "observational method" may be utilized to evaluate challenging safety levels and intervention benefits, starting with minimal intervention and possibly adding supplementary measures (3.8). Whenever possible, adopted measures should be "reversible" to allow replacement with more suitable options based on new knowledge, while non-reversible interventions should not hinder future actions (3.9). It is crucial to fully establish the characteristics and compatibility of materials used in restoration works, especially new ones, considering long-term impacts to avoid undesirable side effects (3.10). Preserving the distinguishing qualities of the structure and its original environment is paramount and should not be compromised (3.11). Interventions should aim to respect the original concept, techniques, and historical value of the structure, leaving evidence recognizable in the future (3.12). An integrated plan, considering architecture, structure, installations, and functionality, should guide interventions (3.13). Avoiding removing or altering historic materials and distinctive features is crucial whenever possible (3.14). Repairing deteriorated structures is preferred over replacement whenever feasible (3.15). Imperfections and alterations that have become part of the structure's history should be preserved if they do not compromise safety requirements (3.16).

Dismantling and reassembly should only be considered if essential due to the nature of materials and structure when other conservation methods are impossible or harmful (3.17). Provisional safeguard systems used during the intervention should fulfil their purpose without causing harm to heritage values (3.18). Any proposal for intervention should be accompanied by a program of control to be carried out during the work's progress, and measures impossible to control during execution should be avoided (3.19-3.20). Checks and monitoring during and after the intervention are crucial to assess the efficacy of the results, and all these activities should be thoroughly documented as part of the structure's history (3.21-3.22).

The Recommendations for the Analysis, Conservation and Structural Restoration of Architectural Heritage is a two Parts document: **Principles**⁷, which cover fundamental conservation

⁷ Only the "Principles" section holds the status of an approved/ratified ICOMOS document.

concepts, and **Guidelines**, which provide rules and methodology for designers. The second section primarily concerns the structural integration of the building and its deterioration factors, but it does not hold the status of an approved or ratified ICOMOS document (CIVIH, 2011).

3.7 Faro Convention (2005)

The **Convention on the Value of Cultural Heritage for Society** (Council of Europe, 2005) was held in Faro, Portugal, in 2005 by the Committee of Ministers of the Council of Europe. It became operational on June 1st, 2011 (Council of Europe, n.d.).

It acknowledges that heritage enriches "economic, political, social and cultural development and land-use planning", providing cautioned impact assessments and mitigation strategies. It also enforces the promotion of "... *the objective of quality in contemporary additions to the environment*" (2005, p. 4), provided their cultural values are preserved.

Highlights that the ways to sustain cultural heritage are through promoting the integrity of the asset and understanding that the interventions must be consistent with the cultural values at stake. With it, sustainable management and planned maintenance with conservation requirements for this type of cultural heritage. Also, using compatible or same-nature materials, techniques, and skills as a resource in restoration procedures and as means of contemporary expression. All this "promotes high-quality work" when resorting to qualified professionals and accredited individuals, companies, and institutions.

The economic potential of a heritage asset must be acknowledged considering the "character and interests of the cultural heritage", respecting its integrity and inherent values.

It is imperative that the public authorities "promote an integrated and well-informed approach (...) sectors and at all levels" and engage affected non-governmental organizations "to act in the public interest".

Cultural heritage must be seen not only as a historical ground for education but also has a source of study of other disciplines, emphasising vocational training, interdisciplinary research on community studies and their relation to the environment.

The Treaty was followed by the "Faro Convention Action Plan", aiming to put the principles of the Faro Convention into practice by providing knowledge and expertise for member states, highlighting specific cases, and offering analysis and recommendations for further steps. It

addresses current societal challenges by providing possibilities for interpretation and encouraging member states to sign and ratify the Convention (Council of Europe, n.d.).

3.8 Québec Declaration (2008)

This declaration, drafted on October 4th, 2008, intended “... to safeguard and promote the spirit of places, namely their living, social and spiritual nature.” (ICOMOS Canada, 2008, p. 1).

In it, we find the definition of the “spirit of place”⁸ alongside the results of its investigations, namely how the tangible and the intangible “interact and mutually construct one another”... and how it is formed with each social actor contributing “actively and concurrently to giving it meaning” (2008, p. 2).

The “Rethinking the Spirit of Place” section emphasizes the importance of multidisciplinary research teams and traditional practitioners to understand, preserve, and transmit the spirit of place, which can vary over time and differ between cultures based on their memory practices. Additionally, we must acknowledge that a place can have multiple spirits and be shared by various groups.

The “Identifying the Threats to the Spirit of Place” section highlights the threats to the spirit of place, such as climate change and tourism, and the need for long-term plans and policies to protect it, especially for minority groups. It also discusses the importance of understanding and preserving the evolving spirit of place, which can differ between cultures and be shared by multiple groups.

“Safeguarding the Spirit of Place” discusses the lack of formal education and legal protection for intangible assets in many countries. It recommends creating forums and consultations with experts from various backgrounds and local communities and developing training programs and legal policies to protect and promote these assets. At the same time, the section highlights the significance of incorporating modern digital technologies like digital databases and websites in creating multimedia inventories that include tangible and intangible aspects of heritage. This cost-effective and efficient approach helps preserve, promote, and disseminate heritage places and their spirits. It also ensures that the documentation on the spirit of place remains updated and renewed.

The final section, “Transmitting the Spirit of Place”, highlights that people are the key to the

⁸ View subsection 2.1.2 Genius Loci or “The Spirit of Place”, p.7.

transmission and conservation of the spirit of place, and interactive communication and community participation are crucial for its safeguarding, use, and enhancement. Local communities, mainly traditional cultural groups, are best equipped to interpret and safeguard the spirit of place, and both non-formal and formal means of transmission (intergenerational and transcultural) should be encouraged.

3.9 La Valletta Principles (2011)

The intent to update “the approaches and considerations contained in the Washington Charter (1987) and the Nairobi Recommendation (1976), based on the existing set of reference documents” (CIVVIH, 2011, p. 1), led cited Committee (ICOMOS - International Committee on Historical Towns and Villages) to rewrite evolving definitions and methodologies related to the preservation and management of historic towns and urban areas.

In summary, the modifications shift towards a more regional perspective of historical heritage, including intangible values like continuity, identity, and traditional land use. The importance of public spaces for communal interactions and socioeconomic factors like integration and environment is also recognized. The interventions must prioritize preserving tangible and intangible heritage values while ensuring the inhabitants' quality of life (2011).

Regarding the “Aspects of Change” (part two), the main ideas that prevail highlight the need to consider the impact of climate change on historic towns and to adopt appropriate strategies to protect them. It also discusses the adverse effects of changes in social environments, such as the loss of traditional uses and functions, which can lead to gentrification and the disappearance of cultural practices. The segment emphasizes retaining each place's cultural and economic diversity to maintain its character and authenticity. Additionally, it stresses the need to preserve intangible heritage elements that contribute to the identity and spirit of places.

“Intervention Criteria” (part three) discusses safeguarding and managing historic towns and urban areas. All interventions must respect and refer to tangible and intangible cultural values while improving the quality of life for residents and the environment. It is also crucial to avoid significant quantitative and qualitative changes that could hurt the historic town's values. Safeguarding and management must be “*based on preliminary multidisciplinary studies, to determine the urban heritage elements and values to be conserved*” (2011, p. 9), with consultation and continuous dialogue with residents and stakeholders.

Regarding the “Proposals and Strategies” part, it is important to stand with the genuine and unimpaired nature of historical towns, “...whose essential character is expressed by the nature and coherence of all their tangible and intangible elements” (2011, p. 11), namely the form and appearance of buildings, as well as their various functions and cultural traditions, that contribute to the identity of historic towns and urban areas. New activities and functions should be compatible with the area's character and not compromise the survival of traditional activities that support the daily life of local inhabitants. Before introducing new activities, the impact on traditional local practices, the number of users, and the length of utilization should also be considered. New functions must also be sustainable and coherent with the existing spatial layout of the historic town or urban area. Contemporary architecture should find its expression while respecting the scale of the site and having an evident rapport with existing architecture and the development patterns of its context.

Tourism can benefit the development and revitalization of historic towns and urban areas. However, it must respect and support the local community's identity, culture, and traditional activities and safeguard the regional and environmental character. Touristic development should focus on enhancing monuments while avoiding interfering with the daily life of residents. Moreover, excessive tourism can pose a risk to the preservation of historic areas and monuments.

All interventions in historic towns and urban areas should consider energy efficiency and pollutant reduction while preserving their heritage characteristics. Participation and involvement of residents and local interest groups are essential for the success of conservation programs and should be encouraged.

The “Conservation Plan”, aligning with the Washington Charter, emphasizes the importance of developing a conservation plan that balances preserving a historic urban area's identity with its evolution. The conservation plan must be based on urban planning for the whole town, including an analysis of various values. The plan should define a conservation project, be followed by permanent monitoring, and determine any changes in terms, rules, objectives, and outcomes. The plan must identify and protect the elements contributing to the town's values and character. An effective management system must also be devised, integrating traditional practices and co-ordinated with other urban and regional planning tools in force. The management plan should determine the cultural values, identify stakeholders and their values, identify potential conflicts, determine conservation targets, and define suitable strategies and specific actions (CIVVIH, 2011).

3.10 The Paris Declaration (2011)

The "**Recommendation on the Historic Urban Landscape**" was adopted by UNESCO on November 10th, 2011, and, as stated on their website, was "*the first such instrument on the historic environment issued by UNESCO in 35 years*" (UNESCO World Heritage Centre 1992-2023, 2023a). It does not dispute past documents but recognizes their significance while expanding the scope of influence and emphasizing the need for protection in a broader landscape, ranging from local to regional levels (2023a).

The document acknowledges the importance of urban areas as engines of growth, education, and employment. It stresses the need for urban development to meet evolving needs while avoiding social and spatial fragmentation and environmental deterioration. Conservation of urban heritage is vital to balancing sustainable urban growth and quality of life. The Recommendation emphasizes the integration of urban heritage conservation into sustainable development goals. It addresses policy, governance, and management concerns involving various stakeholders (UNESCO, 2011).

It is also considered that the "*... rapid and frequently uncontrolled development is transforming urban areas and their settings*", and the possible cause for "*... fragmentation and deterioration to urban heritage*" brings.. "*... deep impacts on community values throughout the world*" (2011, p. 1). It also notes that the current conditions of "*... demographic shifts, global market liberalization and decentralization, as well as mass tourism, market exploitation of heritage, and climate change*" created a new *status quo* in the cities that are now "*... subject to development pressures and challenges*" non existing in the previous 1976 recommendation on historical areas (2011, p. 1).

Accordingly, point 3 of the Introduction argues that urban heritage, in its tangible and intangible forms, is a vital resource that improves urban liveability and promotes economic and social development in a changing and ever-growing urban context. It views conservation as a strategy to achieve a sustainable balance between urban growth, resource management, and quality of life, which is crucial for the future of humanity. The next point recognizes that shift "*... from an emphasis on architectural monuments primarily towards a broader recognition of the importance of the social, cultural and economic processes in the conservation of urban values*" (2011, p. 2) in point 4, and "*... the need to better integrate and frame urban heritage conservation strategies within the larger goals of overall sustainable development*" (2011, p. 2) stated in point 5.

It reflects on the concept of the historic urban landscape as more than just the "historical

centre” or “ensemble” incorporating “*broader urban contexts and its geographical settings*” (2011, p. 3).

Point 9 in the Definitions chapter sums up the new categories envisioned:

“This wider context includes notably the site’s topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions, and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.”

(UNESCO, 2011, p. 3)

By labelling it “the historic urban landscape approach”, the focus on the activities revolves “... *at preserving the quality of the human environment, enhancing the productive and sustainable use of urban spaces*” (2011, p. 3), acknowledging their dynamic nature, welcoming diversity in their social and functional aspects.

Section II, “Challenges and opportunities for the historic urban landscape”(2011, pp. 3–4), highlights the significance of historic urban areas in contemporary societies and acknowledges the challenges that threaten their preservation. With the rapid growth of the world's urban population, urban areas and their historic sites have become critical drivers of economic growth. It proposes using the Historic Urban Landscape approach (HUL) to address these issues more efficiently by facilitating community development and adaptation while safeguarding their historical and cultural values. It is recognised that urbanisation and globalisation have both positive and negative effects on historic urban areas, as unmanaged changes can lead to the loss of traditional character, the integrity of the urban fabric, and the identity of communities. It is also stated that economic processes that promote social and human development and innovations can enhance the quality of life in urban areas. However, they should be adequately managed through the HUL approach to ensure the conservation of cultural heritage, residential function, and economic and social diversity. Furthermore, it is acknowledged that human settlements have adapted to environmental changes. However, the intensity and speed of present changes call for ecologically sensitive policies and practices to strengthen sustainability and the quality of urban life.

Section III, “Policies”, discusses the need for a new generation of public policies to define and implement the preservation of historic urban areas. It states that current conservation policies, as reflected in international recommendations and charters, have provided the basis for preserving such areas, but present and future challenges require new approaches. The policies should integrate urban heritage conservation into general planning practices and those related to the broader urban

context (*meso* and *macro* scale). The responsibilities of the different stakeholders are outlined, and all levels of government "... should contribute to the definition, elaboration, implementation, and assessment of urban heritage conservation policies (...) based on a participatory approach by all stakeholders..." (2011, p. 4).

For exemplary implementation, the HUL approach requires developing various traditional and innovative tools (section IV) adapted to local contexts. These tools should be developed through a participatory process involving diverse stakeholders. These tools include civic engagement, knowledge and planning, regulatory systems, and financial tools. They should enable the identification of critical values in urban areas, the protection of urban heritage attributes, the recognition of cultural significance and diversity, and the facilitation of decision-making processes within a sustainable development framework. The financial tools "should be aimed at building capacities and supporting innovative income generating development, rooted in tradition" and fostering local private investment.

Section V is about "Capacity-building, research, information and communication". It underlines the importance of involving key stakeholders, such as communities, decision-makers, professionals, and researchers, in adapting the approach to local contexts. The passage also highlights the need for scientific research, documentation, and the use of technology to understand better and manage the complexities of urban areas and to encourage the participation of under-represented groups and youth in preserving historic urban landscapes.

The last section, "International cooperation" (VI), is about the recommendations provided to Member States and international organizations to promote implementing the HUL approach. They include facilitating public understanding and involvement, disseminating best practices, promoting multinational cooperation between local authorities, encouraging international development and cooperation agencies to develop methodologies aligned with the approach, and harmonizing these methodologies with their assistance programmes and projects related to urban areas.

3.11 The Burra Charter (2013)

The **Australia ICOMOS Charter for Places of Cultural Significance** (2013) is 'an open' document revised periodically, accordingly to the ever-changing reality. Adopted in 2013, it holds conservation is an integral part of managing sites with cultural significance and places it as a permanent responsibility.

The document advocates for prudence regarding “change”, stating: “... *do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained*” (Australia ICOMOS, 2013, p. 1).

It highlights the recognition of the less tangible aspects with cultural significance, including those related to the use of heritage sites, associations with a site, and the meanings that sites have for people (2013). It acknowledges the need to involve people in decision-making processes, particularly those with strong associations with a place, regardless of their origin.

The Charter establishes a standard of practice for those providing advice, making decisions, or carrying out work on sites with cultural significance, including owners, managers, and custodians.

3.12 Davos Declaration (2018)

The 2018 meeting (the first one) produced a document that thrives for high-quality built environments where sustainable societies can flourish, “characterised by a high quality of life, cultural diversity, individual and collective well-being, social justice and cohesion, and economic efficiency” (Ministers of Culture and Heads of Delegations of the signatories of the European Cultural Convention et al., 2018, p. 1).

Although the 2018 document reflects on buildings (e.g., new construction), it also acknowledges built heritage and here are some of the main topics highlighted more accurately.

It states that Culture is an enabler and driver for “*economic, social and environmental sustainability*” (2018, p. 2). It has to be at “*the centre of development policies*” in order to achieve actual “democratic, peaceful and sustainable development” (2018, p. 2).

It also emphasises the need for a holistic, culture-centred approach to the built environment and the idea of Baukultur, which encompasses all human activity that transforms the built environment. It includes existing buildings and cultural heritage “... *as well as the design and construction of contemporary buildings, infrastructure, public spaces and landscapes*” (2018, p. 2).

Baukultur covers both detailed construction methods and large-scale transformations, promoting traditional and local skills as well as innovative techniques (Point 6, 2018) while striving for the built environment shaping with new and adaptive approaches based on culture for a “high-

quality Baukultur⁹ (Point 7, 2018).

The importance of prioritizing cultural values over short-term economic gain is crucial, and understanding that our quality of life is directly affected by various factors, such as spatial coherence, scale, and materiality, is fundamental, but also the relationships between objects and their built and natural surroundings (point 8, 2018). Cultural heritage plays a pivotal role in pursuing a better-built environment, and how we foster it now will be critical for future development (Point 9, 2018).

Pursuing a high-quality Baukultur comprises creating lively and versatile neighbourhoods by combining modern cultural expressions with respect for cultural heritage (Point 11, 2018). It promotes sustainable living and social resilience by providing affordable, accessible housing and creating durable, high-quality assets that add economic value and favourable conditions for economic prosperity (Points 12-13, 2018). This approach also prioritizes sustainable resource use to ensure positive social and economic development for future generations. However, achieving high-quality Baukultur requires balancing cultural, social, economic, environmental, and technical aspects of planning, design, construction, and adaptive reuse for the public interest and the common good (Points 13-14, 2018).

To achieve a high-quality Baukultur, engaging in interdisciplinary discourse and cooperation between policymakers, authorities, and professionals is necessary. All relevant disciplines must be involved equally, encompassing creative, functional, and social aspects (Point 16, 2018). Education and awareness-raising are also essential to make better judgments and make for point 17 (2018) regarding Baukultur. The responsibility for the quality of the built environment, which is passed on as a legacy to future generations, falls equally in the public and private sectors (Point 17, 2018).

The second Conference of Ministers of Culture, held in January 2023 in Davos, under the title "Common Good – Shared Responsibility", launched the Davos Baukultur Alliance 2023, focused on the construction and real estate industry's role in promoting Baukultur as a common good and intending to improve collaboration between authorities, civil society, and the industry through ongoing communication and networking (Conference of Ministers of Culture & Swiss Confederation, 2023), noting "*the lack of continuous dialogue on these matters between the public and private sectors as well as civil society*" (2023, p. 3).

⁹ Social cohesion; environmental sustainability, and health and well-being for all.

This Alliance of Baukultur actors, both from the public and private sectors alongside the civil society, is committed to the objectives and principles of the 2018 Davos Declaration (2018) and The Davos Baukultur Quality System (Swiss Federal Office of Culture, 2021) and its eight principles on Governance; Functionality; Environment; Economy; Diversity; Context; Sense of place; and Beauty, aiming to implement those in each policy and activities (Members of the Davos Baukultur Alliance, 2023).

3.13 Barcelona Declaration (2018)

The **Barcelona Declaration of Tourism and Cultural Heritage "Better Places to Live, Better Places to Visit"** was launched during the NECSTouR international workshop in Barcelona on April 19th, 2018 (Network of European Regions for Sustainable and Competitive Tourism et al., 2018). It aims to improve the sustainability and competitiveness of the social and cultural impacts of tourism in Europe. The declaration acknowledged previous declarations and documents on tourism and cultural heritage from various organizations, including the Council of Europe, European Commission, Europa Nostra, ECTN, ICOMOS, UNESCO, and UNWTO (2018).

It implies the collective commitment of stakeholders in cultural heritage and tourism to the UNWTO's¹⁰ Sustainable Development Goals (SDGs), aiming to leave a lasting legacy for Europe beyond the 2018 European Year of Cultural Heritage and contribute to the implementation of the United Nations' Agenda 2030 (2018).

The signatories of the Barcelona Declaration recognize the potential of tourism and cultural heritage to strengthen European social cohesion, foster economic growth, and promote a greater understanding of cultural diversity. They emphasize the importance of preserving and interpreting cultural heritage through tourism, addressing challenges such as visitor saturation and authenticity concerns, and acknowledging that commitment to cultural and tourism sustainability requires collaboration among stakeholders to achieve a better balance between residents, visitors, and cultural heritage. By establishing joint governance models and promoting cooperation, they aim to generate opportunities for innovation, skills development, and entrepreneurship while minimizing the negative impacts of tourism.

¹⁰ World Tourism Organization is the United Nations agency responsible for the promotion of responsible, sustainable, and universally accessible tourism.

Principle 1: SMART AND INCLUSIVE GOVERNANCE

“What is good for residents is good for visitors”

Article 1.1 emphasizes the importance of residents as the primary beneficiaries of local activities and advocates for their involvement in decision-making processes. Community empowerment and participation are crucial to prevent conflicts between residents and visitors in using cultural heritage sites/places. A multi-stakeholder and participatory approach are recommended at the national, regional, and local levels, promoting shared commitment and responsibilities, social innovation, and co-creation.

Article 1.2 highlights the need to align funding mechanisms through public-private partnerships to support innovation in the tourism and cultural heritage sectors. Product development, heritage interpretation, digitalization, and business intelligence are focus areas. Data utilisation is essential for developing and managing initiatives that benefit residents and visitors.

Article 1.3 emphasizes the importance of resilience in destinations and cultural tourism businesses, emphasizing their ability to adapt to challenges. It stresses the need for joint capacity building and training between tourism and cultural heritage authorities to foster creative thinking and innovative services and solutions.

Principle 2: ADDING VALUE TO THE SENSE OF PLACE

“Residents are part of the cultural / tourism experience and the best ambassadors of their territory and identity”

Article 2.1 highlights the role of residents as active contributors to the cultural heritage of a place, preserving its unique culture and ensuring its sustainability. Their involvement in authenticating a place through traditions, food, and historical sites adds to its living concept of cultural heritage.

Article 2.2 emphasizes the potential of tourism in enhancing the sense of place by adding value to tangible and intangible cultural heritage. It is achieved through interpretation and creating experiences that appeal to residents and visitors while maintaining a balance between the uses and users of cultural heritage. Residents should have a sense of ownership and pride in their public spaces and cultural heritage, empowering them to embrace tourism in their territories.

Article 2.3 calls for a change in mindset among all stakeholders involved in the cultural/tourism experience to safeguard the integrity of cultural heritage and enhance visitor experiences. Impartial interpretation, engaging storytelling, and knowledge sharing are emphasized

as powerful tools to foster visitor respect and raise awareness of the potential impacts of their actions.

Article 2.4 highlights the role of digital tools, including social media, in generating attraction and fostering connections with lifestyles, values, traditions, and sites. These tools can increase empathy, facilitate social interaction, and provide opportunities for more genuine and participatory experiences. Furthermore, new technologies offer practical ways to manage tourism flows and impacts.

Article 2.5 emphasizes the importance of inclusivity in cultural/tourism activities, ensuring they are open and accessible to everyone without discrimination.

Principle 3: USING A HOLISTIC VISION FOR MARKETING AND PRESERVATION

“Promote hidden cultural heritage while being prudent in promoting overexposed ones”

Article 3.1 advocates for a holistic marketing approach that promotes authenticity, respects local communities and safeguards cultural heritage.

Article 3.2 urges the promotion of unique and surprising initiatives that positively impact the destination, showcasing hidden heritage, creating unique experiences, and fostering loyalty and respect for tourism sites.

Article 3.3 emphasizes the development of value-based cultural/tourism experiences that encourage visitors to explore and appreciate the significance of the destination.

Article 3.4 stresses the importance of Corporate Social Responsibility standards among public and private stakeholders, focusing on the impacts of tourism on the environment, local communities, society, minority groups, and culture.

Principle 4: BALANCING PLACE, PEOPLE AND BUSINESS

“Better measure to better manage”

Article 4.1 highlights the challenge of finding a suitable balance between tourism, cultural heritage, and its impact on the local community. It calls for effective management balancing tourism, cultural heritage, and local community impacts.

Article 4.2 emphasizes the importance of measuring the carrying capacity of the assets to understand their environmental, economic, and socio-cultural limits. These assessments help to manage visitor flows and activities in cultural heritage sites/places.

Article 4.3 advocates for using qualitative indicators to complement quantitative ones,

capturing the resident perception and visitor engagement.

Article 4.4 calls for consensus among public and private stakeholders on the most appropriate management indicators. Stakeholders should agree on suitable indicators and establish adaptable data collection systems to address unforeseen situations.

Article 4.5 emphasizes the importance of indicators enabling scenario planning and setting limits or quotas whilst incentivizing the exchange of successful practices for sustainable tourism development.

Principle 5: CONNECTING PEOPLE TO PEOPLE

"Citizens' and visitors' search for new and transformative experiences"

Article 5.1 highlights the significance of Cultural tourism experiences that facilitate learning, growth, and knowledge transfer through interactions with local people and communities.

Article 5.2 underscores the importance of intercultural dialogue between residents and visitors, fostering the preservation of cultural heritage, appreciation of diverse identities, and respect for traditions.

Article 5.3 acknowledges the role of social media and digital platforms in reinforcing intercultural exchanges and dialogue throughout the travel journey, thus promoting the human dimension of travel.

Article 5.4 emphasizes the crucial role of young people in fostering intercultural dialogue and promoting respect and appreciation for European cultural diversity, affirming they represent a driving force for positive change as future travellers and citizens.

3.14 Leeuwarden Declaration (2018)

Adopted on November 23rd, the declaration focuses on the **adaptive re-use of the built heritage: preserving and enhancing the values of our built heritage for future generations**. In its opening, the statement is clear:

“Europe has a rich and multi-faceted built environment, incorporating strong spiritual, cultural, social, and economic values. Due to evolutions in our economies and societies, many heritage sites, whether listed or not, are nowadays disused or have lost the functions for which they were originally built (...). However, heritage buildings that have lost their original function still embody cultural, historic, spatial, and economic values. Adaptive re-use offers itself as a strategy aimed at preserving those elements that contain these values, while at the same time adapting the place for new uses. New functions are thus brought together with heritage values in an active and meaningful dialogue.”

(Architects’ Council of Europe et al., 2019, p. 1)

It then follows by stating the benefits of a *smart renovation* and transformation:

- Cultural aspects: by being significant spatial and social landmarks and identity markers. *Adaptive re-use* can uphold and enhance people's connection to their traditions and history and provide future opportunities.
- Social aspects: revitalizing and transforming disused spaces, fostering new social dynamics, and contributing to urban regeneration. By actively involving citizens in the revitalization process, they promote a greater sense of place and democracy, empowering communities to shape their living environments. Furthermore, re-used heritage sites can serve as valuable resources for educational programs, benefiting schools and promoting learning about our cultural heritage.
- Environmental aspects: reducing material consumption, saving energy, and preventing urban sprawl. *Adaptive re-use* enables deep energy retrofits, improving building performance, resilience, and indoor health. Such projects prioritize quality design for long-term usability and adaptability, contributing to resilient and sustainable cities aligned with the circular economy principles.
- Economic aspects: contributing to place branding, job creation, and economic growth, particularly in tourism. The *re-use* of built heritage enhances the attractiveness of areas, appealing to new users and integrating territories into new economic networks. Re-used heritage sites become catalysts within a broader context, no longer isolated places.

The section entitled “For Smart and Quality-Based Processes” captures the essence of the process of an adapted re-use project:

- Balancing standards and regulations: Striking a balance between preserving heritage and meeting modern standards poses challenges. Flexibility in planning and local government bodies is crucial.

- Citizen participation: Involving citizens in discussions about preserving, demolishing, and re-using heritage sites fosters democratic decision-making and local support.
- Temporary uses: Testing possible future uses through temporary initiatives of unoccupied buildings engages citizens, maintains buildings, and allows for potential future re-uses.
- Active responsibility of public authorities: Competent public authorities play a vital role in analysing, selecting, and legally protecting listed buildings for responsible, adaptive re-use.
- Quality-based procurement: Emphasizing quality in project selection and using architectural design contests ensures excellence in architectural services.
- Multidisciplinary teams and collaborative approaches: Re-imagining built heritage requires collaboration among stakeholders, including multidisciplinary teams, to address technical, economic, and legal aspects.
- Financial viability: Long-term re-use depends on aligning the preservation of heritage values with the project's financial requirements, including renovation, operation, and maintenance.
- Compelling storytelling: Leveraging digital technologies and opportunities for storytelling is essential for conveying the history and enhancing the heritage value of a place.

Ultimately, the goal is to have a coherent and sustainable "*dialogue between heritage and contemporary architecture*" (2019, p. 2) through:

- Reflexive dialogue: Balancing heritage elements and new interventions requires thoughtful and meaningful consideration of interests, fostering a dialogue between the past, present, and future.
- Multi-scale approach: Heritage sites should be viewed within their broader context, integrating them into the urban and natural environment while addressing accessibility and mobility challenges. Opening to the surroundings can contribute to urban regeneration.
- Case-by-case approach: Each re-use project is unique, involving various stakeholders and requiring customized architectural solutions. Standardized approaches are not feasible, and a comprehensive understanding of the building's history and context is essential for proposing appropriate changes and new forms.

The finishing remarks emphasise the power the stakeholders ("local and regional public

authorities, the financial sector, owners and heritage professionals”) have for a good and positive implementation of such projects. It closes by honouring the Davos Declaration, stating that the adaptive re-use of our built heritage is the necessary strategy to achieve a high-quality European Baukultur as *“a new, adaptive approach (...) that is rooted in culture, builds social cohesion, ensures environmental sustainability, and contributes to the health and well-being of all”* (Ministers of Culture and Heads of Delegations of the signatories of the European Cultural Convention, 2018, as cited by Architects’ Council of Europe et al., 2019, p. 4).

4 European Guidelines on Built Heritage

The opening statement on the European Commission website for Cultural Heritage, under the title "EU competencies in cultural heritage," emphasises that "The European Union's role is to assist and complement the actions of Member States in preserving and promoting Europe's cultural heritage" (European Commission, 2023). This statement reinforces from the outset that the EU does not have binding power over managing individual state parties regarding cultural management. Instead, it plays a tributary role, implementing measures to encourage specific actions or behaviours; they cannot impose uniform laws or regulations on the Member States.

The strategic framework for cultural heritage encompasses multiple programs, each with its corresponding funding program.

The various plans mentioned share the common objectives of promoting cultural heritage and sustainable urban development across Europe. Moreover, these initiatives recognize the importance of promoting a shared sense of European identity and strive to foster a greater understanding and appreciation of the rich cultural heritage across the continent (Council of the European Union, 2014). Their efforts aim to ensure that Europe's cultural treasures are protected, celebrated, and accessible to all, now and in the future.

4.1 Council conclusions on architecture: culture's contribution to sustainable development (2008/C 319/05)

In line with the assessment of built heritage and the role of centenary architectural assets (amongst new construction)¹¹, the Council of the European Union, in its *Conclusions on architecture*:

¹¹ This section has been modified to highlight references to heritage within a broader context of architecture. The purpose is to draw attention to the aspect of heritage within the architectural discourse. For a comprehensive understanding of the original text and its complete content on architecture, please refer to the original source.

culture's contribution to sustainable development (Council of the European Union, 2008) emphasizes the challenges faced by towns and cities in Europe, including demographic changes, environmental issues, social cohesion, and the protection of cultural heritage. They advocate for sustainable urban development as a comprehensive approach integrating culture, economics, social affairs, and the environment. This approach involves paying attention to architectural quality, heritage conservation, and the identity of landscapes while addressing land and building management, energy resources, and pollution reduction. Architecture is crucial in implementing sustainable urban development by reconciling different requirements and promoting innovation. Member States are encouraged to integrate architecture into sustainable development and promote education in architecture, heritage, and the living environment (2008).

4.2 Towards an integrated approach to cultural heritage for Europe (P8_TA (2015) 0293)

Regarding the document titled "Towards an integrated approach to cultural heritage for Europe", adopted on September 8th, 2015, the European Parliament emphasizes the significance of an *integrated approach* in supporting, enhancing, and promoting cultural heritage, considering the various aspects of culture, economics, society, history, education, environment, and science. It provides recommendations to the Commission, including improved cooperation, clear communication of funding opportunities, and establishing a policy framework for the historic environment. The Parliament also encourages creative innovation in architecture and design while maintaining high quality and coherence (*European Parliament resolution towards an integrated approach to cultural heritage for Europe (2014/2149(INI))*, 2015).

On funding cultural heritage, the resolution emphasizes the importance of preserving and enhancing Europe's cultural heritage through various programs and funding. It proposes the creation of a single EU portal for cultural heritage information calling for support in analysing the impacts of cultural heritage promotion, developing indicators for economic and social development, and fostering cultural and social innovation. The resolution highlights the need for multi-funding, public-private partnerships, and adapting project management timing for conservation projects and quality control systems, emphasizing the importance of small-scale cultural initiatives and urging a compulsory quality control system in structural funds guidelines. It also suggests fiscal incentives for

restoration work and encourages the exchange of best practices among Member States in ensuring skill development and implementing best practices (2015).

When considering *New governance models* (2015), the Council's initiative to draft guidelines for participatory governance models in cultural heritage is welcomed, focusing on strengthening links between different levels of governance. Member States are asked to develop legal tools for alternative funding and administration models, emphasizing community involvement and public-private partnerships. A Europe-wide dialogue is encouraged between policymakers, cultural and creative industries, tourism networks, and NGOs. Balancing sustainable conservation and economic/social development of cultural heritage is emphasized. European Regional Development Funds (ERDF) cultural heritage projects are highlighted as examples of multi-level governance, subsidiarity, and cross-border cooperation. Quality control measures are recommended for alternative funding and administration models. Member States are urged to enhance controls and cooperation to combat fraud and corruption in cultural heritage. It is proposed that legislative proposals include an impact assessment on cultural heritage, with potential exclusion if a negative impact on cultural heritage is identified (2015).

On the *economic and strategic potential of cultural heritage* (2015), it is stated that cultural heritage contributes to innovative jobs with low environmental impact. It plays a vital role in Europe and creates high-skilled employment. UNESCO-designated heritage is significant for European tourism. Cultural tourism should be integrated into strategic frameworks, and "soft travel" options should be encouraged. Since cooperation between Member States and regional/local authorities maximizes the value of cultural heritage, adequate funding and initiatives are needed for its preservation. The Commission should support cultural sectors, incorporate heritage into the Investment Plan, and improve statistical frameworks. Cultural heritage offers employment, youth opportunities, and professional mobility. Strategic planning, economic surveys, and mobility programs should be established. The value of heritage assets should be emphasized. The European Institute of Innovation and Technology (EIT) could establish a Knowledge and Innovation Community (KIC) for cultural heritage. Art and cultural education should be included in school curricula. Entrepreneurship in the tourism sector should be promoted, supporting SMEs, research, innovation, and online presence.

Considering the *opportunities and challenges* (2015), it is stated that the digitization of cultural heritage has vast potential for preservation, education, research, job creation, social inclusion, and economic development. Adequate funding ensures broader access to digitized heritage, particularly for smaller institutions. It is essential to balance digitization, preservation of

originals, and traditional cultural forms. Cultural heritage contributes to the creative industries, social inclusion, and tourism. Preservation of cultural landscapes, intangible heritage, and gastronomic heritage is essential.

4.3 Heritage at risk - EU research and innovation for a more resilient cultural heritage

Considering all the risks cultural heritage faces worldwide, it is mandatory to include the report *Heritage at Risk - EU Research and Innovation for a More Resilient Cultural Heritage* (Publications Office of the European Union, 2018). Published on August 8th, 2018, it gathers the results of EU research projects on cultural heritage that generated innovative solutions, assessment systems, mitigation strategies, risk management models, and ICT tools. Under FP7¹² and H2020¹³, these projects have focused on sustainably preserving and managing vulnerable artefacts and sites¹⁴.

4.4 European Framework for Action on Cultural Heritage

The Framework for Action aims to set a common direction for heritage-related activities at European level, primarily in EU policies and programmes. It can also serve as an inspiration for regions and cities in Europe, as well as for cultural heritage organisations and networks when developing their own actions on cultural heritage.

(European Commission - Directorate-General for Education, Youth, 2019, p. 7)

The 2018 Framework for Action on Cultural Heritage emphasizes the need to safeguard, promote, and enhance Europe's cultural heritage, including its built heritage (2019).

¹² The 7th Framework Programme for Research, covering the period 2007 to 2013.

¹³ Horizon 2020, the EU's research and innovation funding programme from 2014-2020.

¹⁴ To see the full list of EU research projects on cultural heritage that generated innovative solutions, go to Annex I, p. 87.

The Framework for Action is based on five pillars:

- “1. Cultural heritage for an inclusive Europe: participation and access for all;
2. Cultural heritage for a sustainable Europe: smart solutions for a cohesive and sustainable future;
3. Cultural heritage for a resilient Europe: safeguarding endangered heritage;
4. Cultural heritage for an innovative Europe: mobilising knowledge and research;
5. Cultural heritage for stronger global partnerships: reinforcing international cooperation.”

(European Commission - Directorate-General for Education, Youth, 2019, p. 10)

Each pillar has several affiliated clusters for action (14 total), all within budgetary plans. The following items were selected for this research, given their spotlight on built heritage.

Under Pillar 2, *Solutions for a Cohesive and Sustainable Future*, the focus is on integrating cultural heritage into environmental, architectural, and planning policies. Its *Framework for Action* aims for the promotion of the adaptive re-use of various types of heritage buildings, including industrial, religious, and military sites, as well as other abandoned or underused structures like “... former schools, hospitals, railway stations, abandoned cinemas, theatres, hotels, offices, former public housing and ‘ghost villages” (2019, p. 20). Acting on the *European Year of Cultural Heritage*, it is highlighted the role of sustainable cultural tourism in urban and regional development and the aim to strike a balance between the sustainability of cultural heritage and the benefits of tourism for local communities.

The Cluster of Actions 5, “Supporting the adaptive re-use of heritage buildings”, calls for “*smart restoration and adaptive re-use of unused heritage buildings*” for economic and social strengthening of cities and regions, also aiming to contain the “*urban sprawl*” (2019, p. 22).

The European Commission will support Leeuwarden Declaration¹⁵ on the implementation of adaptive re-use and the quality principles for balancing heritage values with contemporary architecture.

Based on these findings, in 2019-2020, through its Creative Europe programme, the European Commission will support **peer learning for local, regional, and national policymakers on the re-use of heritage buildings**. Study visits and exchanges will allow for an evaluation of

¹⁵ See Section 3.14 Leeuwarden Declaration (2018), p. 29.

existing good practices of re-use of Europe's heritage buildings and will ensure knowledge transfer among policymakers.

In addition, as of 2019, a Task Force launched with the support of the Horizon 2020 programme will provide expertise and advice on financing and managing the re-use of built heritage in cities in line with circular economy models. Members of the Task Force include several EU-funded research and innovation projects, UN agencies, international funding agencies and relevant stakeholders in cultural heritage, sustainable urban regeneration, and circular economy (2019).

4.5 European Cultural Heritage Green Paper

The 2021 document developed by Europa Nostra¹⁶ in a partnership with ICOMOS and the Climate Heritage Network has the motto on "Putting Europe's shared heritage at the heart of the European Green Deal" (Potts, 2021b).

Herman Parzinger, the Executive President of Europa Nostra, in his forward statement, acknowledges and "*applauds the strong commitment of the European Union to place the European Green Deal at the very heart of Europe's socioeconomic recovery in the aftermath of the COVID-19 pandemic.*" (2021b, p. 4) He also recognises the dangers CH is facing due to global warming but, at the same time, he envisions CH to be a part of the solution, signalling that several "*dimensions of the European Green Deal, such as building renovation, circular economy, the 'farm to fork' strategy and biodiversity have clearly related cultural aspects*" (2021b, p. 4).

The European Cultural Heritage Green Paper highlights the significance of CH in achieving the goals of the European Green Deal, which aims for a carbon-free Europe by 2050. It emphasizes that all EU actions and policies should contribute to the objectives of the European Green Deal. The paper demonstrates the correlation between CH and key areas of the Green Deal, such as clean energy, circular economy, renovation, mobility, agriculture, finance, research, education, and diplomacy. It provides specific recommendations targeting policymakers and CH stakeholders (Potts, 2021b). This Green Paper¹⁷ serves as a benchmark for the culture and heritage sectors to align their

¹⁶ "Europa Nostra is recognised as the largest and the most representative heritage network in Europe. It maintains close relations with the European Union, the Council of Europe, UNESCO and other international bodies." (Europa Nostra, 2023).

¹⁷ The selection of the applicable recommendations is demonstrated in Annex II, European Cultural Heritage Green Paper, p. 88.

work with the Green Deal and as a tool for climate policymakers to engage with the culture field.

It aims to foster collaboration between heritage, culture, sustainability, climate science, and climate action, inspiring new approaches and facilitating Europe's green transition (Potts, 2021b).

4.6 EU Work Plan for Culture 2023-26

The Council of the European Union drafted the EU work plan for culture 2023–2026, which recognizes the profound importance of culture as a boundless source of inspiration, reflecting humanity, aesthetics, shared heritage, and identities within communities. It acknowledges culture's role in sustainable development, positive societal change, and contribution to employment and the EU economy. The Council emphasizes the value of EU principles, including freedom of expression and creation. It acknowledges the role of culture in the EU's external relations and cooperation with international bodies like the Council of Europe and UNESCO (Council of the European Union, 2022).

It addresses all topics related to culture, but for this work, the selection provided only reports on the actions involving BCH (directly or not)¹⁸.

4.7 Horizon Europe-New European Bauhaus Nexus Report

Released on February 6th, 2022, The New European Bauhaus Nexus Report is an interdisciplinary initiative that connects the European Green Deal with our daily lives. It is based on the conclusions of the High-Level Workshop *on Research and Innovation for the New European Bauhaus*, jointly organised by DG Research and Innovation and the Joint Research Centre (European Commission et al., 2022). It combines art, culture, sustainability, aesthetics, and inclusivity to create positive transformations. It aims to bridge science, technology, art, and culture to address societal challenges through collaboration and co-creation. Promoting sustainability, aesthetics, and inclusion brings citizens, experts, businesses, and institutions together to re-imagine sustainable living and access EU funding for innovative projects.

¹⁸ To see the selection and summary of actions go to Annex III, EU Work Plan for Culture 2023-26, p. 95.

5 Portuguese Policies in Rehabilitation

This section examines the applicable policies and regulations governing the rehabilitation of buildings or autonomous fractions. The aim is to explore the policies to protect and maintain these structures' historical and architectural significance while acknowledging the necessary adaptations and revitalizations. Additionally, a reference to Porto's Municipal Master Plan (2021) is conducted to understand the main concerns driving the executive on built heritage.

5.1 Cultural Heritage Protection and Valorisation Regime

Law No. 107/2001, enacted on September 8th, establishes the foundations of the policy and legal framework for protecting and valorising cultural heritage. Decree-Law No. 140/2009 also sets out the legal regime for studies, projects, reports, works, or interventions concerning classified cultural assets or those in the classification process with national, public, or municipal interest. Decree-Law No. 309/2009 establishes the procedure for classifying immovable cultural assets, the regime for protection zones and the detailed safeguarding plan.

“These building and urban regulations defend inventorying and cataloguing procedures of built heritage to update and identify cultural property and, simultaneously, as a measure of legal protection to prevent their disappearance or degradation. However, it promotes the creation of these procedures only for classified assets, such as monuments or other constructions with national or public interest.”

(Ornelas et al., 2023, p. 141)

5.2 Urban Recovery and Conversion

Law No. 106/2003 authorizes the government to approve an exceptional regime for urban rehabilitation in historical areas and critical urban recovery and conversion zones. It also provides

for the legal framework of urban rehabilitation companies¹⁹.

5.3 Urban Rehabilitation Legal Framework

The Decree-Law No. 307/2009 (consolidated version on July 2023), based on the authorization granted by Law No. 95-A/2009 on September 2nd, establishes the legal framework for urban rehabilitation. The articles selected²⁰ comprise the definitions related to urban rehabilitation, including terms such as "urban rehabilitation area," "urban rehabilitation operation," "building rehabilitation," "urban rehabilitation," and "intervention unit", and the scope, qualifying for rehabilitation, buildings over 30 years old and that require intervention due to deficiencies, degradation, or obsolescence affecting its use, stability, safety, aesthetics, or health. The goal of rehabilitation is to improve the building's performance and incorporate suitable functional, structural, and safety features.

5.4 The applicable regime for the rehabilitation of buildings or autonomous fractions

The Decree-Law No. 95/2019 establishes the applicable regime for rehabilitating buildings or autonomous fractions. This new regime aims to reconcile the improvement of habitability conditions with a responsible and proportionate response regarding respect for pre-existence and environmental sustainability (Pedro & Mourão, 2020). It establishes three fundamental principles for rehabilitation operations: protection of the existing, environmental sustainability, and proportional and progressive improvement. The decree-law includes measures and criteria for flexibility and proportionality, allowing for the progressive enhancement of existing buildings while meeting contemporary expectations of comfort, safety, protection, and environmental sustainability (Ornelas et al., 2023).

¹⁹ See Section 6.4, Historic Centre of Oporto, Luiz I Bridge and Monastery of Serra do Pilar, p. 49.

²⁰ See Annex VI, Decree-Law No. 307/2009, p. 100.

For this investigation, the selected articles²¹²² comprise Article 3, which provides definitions for this law, namely a) Rehabilitation operations (Alteration works and Reconstruction or expansion works) and b) Wholly or predominantly intended for residential use. Also selected is Article 4, from Chapter II, which focuses on the fundamental principles of building and autonomous fraction rehabilitation. Article 4 highlights the principle of protecting and valorising existing structures. It emphasizes the importance of preserving and enhancing pre-existing elements alongside performance improvements in rehabilitation interventions. The protection and valorisation of buildings are rooted in their artistic, aesthetic, scientific, technological, and sociocultural values. The values are preserved for their distinct architectural features on the built environment, reflecting its uniqueness, cohesion, adaptability, and community recognition. (Decreto-Lei n.º 95/2019, 2019).

5.5 Legal Regime of Territorial Management Instruments (RJIGT)

The Decree-Law No. 80/2015 develops the foundations of public land policy, territorial planning, and urbanism, establishing the coordination framework for the national, regional, inter-municipal, and municipal levels of territorial management. It also defines the general regime for land use and the procedures for preparing, approving, implementing, and evaluating territorial management instruments. Nonetheless, the Municipal Master Plan remains an instrument for defining municipal or inter-municipal strategies, providing the strategic framework for local or sub-regional territorial development (Decreto-Lei Nº 80/2015, 2015).

In the case of the city of Porto, the Regulation, Zoning Plan, and Restriction Plan are integral parts of the Municipal Master Plan of Porto (PDMP), developed under the current Legal Framework for Territorial Management Instruments. The PDMP establishes rules and guidelines for land occupation, use, and transformation throughout the entire territory of the Porto municipality²³, as defined in the Official Administrative Map of Portugal (CAOP).

²¹ See Annex V Decree-Law No. 95/2019, p. 102.

²² Here, it's added more definitions present in Decree-Law No. 555/99, amended by Article 2 of Decree-Law No. 136/2014 - *Diário da República* No. 173/2014, Series I, effective from January 7th, 2015, which establishes the legal framework for urban planning and construction (RJUE), p. 102.

²³ To facilitate comprehension, this study has focused on selecting articles that directly impact the subject matter at hand, specifically centenary buildings in Porto. The selection can be consulted in Annex VI, Municipal Master Plan - Porto, 2021, p. 104.

Porto's PDM aims to enhance the city's quality of life and attractiveness by promoting residential strength and demographic recovery. It focuses on preserving Porto's cultural, urban, and architectural identity while improving its urban fabric and valuing its resources. The plan also prioritizes environmental quality through sustainable urban development, accessibility improvements, and the reduction of socio-spatial disparities. It also seeks to foster economic competitiveness and employment growth and assert Porto's regional, national, and international presence.

6 Actions that shaped the city centre of Porto in the last 45 years

In the context of urban rehabilitation in Porto, one pivotal moment was the emergence of a pioneering model for urban heritage conservation – the Urban Renewal Study of *Barredo*²⁴, conducted by architect Fernando Távora in 1969. Távora's groundbreaking proposal served as the foundation for the creation of CRUARB and laid the groundwork for transformative social housing projects in the city. His approach advocated for a thoughtful and socially aware rehabilitation that could be extended to other areas of Porto. Instead of demolishing the unhealthy *Barredo* neighbourhood, Távora championed a paradoxical concept of 'modern revitalization', combining physical action with social intervention. By emphasizing participatory processes, the preservation of historical and artistic values, and the accommodation of contemporary living conditions, Távora introduced the principles of integrated rehabilitation into practice. Today, the *Barredo* neighbourhood proudly holds the esteemed UNESCO World Heritage designation, marking its remarkable journey from a slated demolition site in the 1950s to a symbol of successful urban revitalization (Aguilar, 2014a). This section explores the significant role of social housing projects inspired by Távora's vision in shaping Porto's urban landscape and the direction shift in the last 25 years.

²⁴ Távora, F., Moreira, R., Loza, R. R., Távora, J. B., & Baganha, P. (2019). *Estudo de Renovação Urbana do Barredo* (R. Reimão (trans.)). Câmara Municipal do Porto.

"Looking at the particular case of Porto, beyond the short-lived experience of SAAL (Support to Local Housing), the post-revolutionary momentum would also enable the creation of the necessary institutional support for the concretisation of the first organized and systematic urban rehabilitation initiatives in the city centre. Inspired by the principles and guidelines proposed by Fernando Távora for urban, housing, and social intervention in the historic core (...) it would constitute one of the fundamental pillars of a "first generation" of urban rehabilitation policies in downtown Porto (...)."25

(Queirós et al., 2020, p. 320, trans. by Author)

Additionally, this chapter emphasizes the attribution of a World Heritage site as a pivotal event that significantly influenced the course of investments, primarily attributed to the efforts of the featured programs.

6.1 SAAL - Local Ambulatory Support Service²⁶

The SAAL was instituted to solve the severe housing problem in Porto, seeking to change the structure of urban land ownership, putting pressure on creating legal mechanisms for expropriation and creating a strategy for constructing and renovating degraded habitats. The process was based on the participation of the populations, fixing them in the places where they lived. Organised into Residents' Committees and Associations, they effectively used the slogans 'Houses Yes, Shacks No' and 'For the Right to the City' to oppose the speculative logic that governed not only the existing projects and plans in Porto but also the deposed regime's municipal management (R. Figueiredo et al., 2013).

Unlike Lisbon, in Porto, "...the operations took place in the urban centre, in open spaces next to long-standing urban populations, in working-class neighbourhoods. Although punctual and fragmented, they implicitly pointed towards a radical model of city and planning."²⁷ (Alves Costa, as cited by Cruz, 2019, trans. by Author).

²⁵ "Olhando o caso particular do Porto, e para lá da curta experiência do SAAL, o ímpeto pós-revolucionário haveria de possibilitar também a criação do suporte institucional indispensável à concretização das primeiras iniciativas organizadas e sistemáticas de reabilitação urbana do centro da cidade. Inspirada pelos princípios e orientações que Fernando Távora propõe para a intervenção urbanística, habitacional e social no núcleo histórico (...) constituirá um dos pilares fundamentais de uma "primeira geração" de políticas de reabilitação urbana do centro do Porto (...)." (Queirós et al., 2020, p. 320).

²⁶ Serviço Ambulatório de Apoio Local.

²⁷ "...as operações decorreram no centro urbano, em espaços abertos junto de antigos bairros operários, correspondendo a populações urbanas de longa data. Foram intervenções que, embora pontuais e fragmentadas, apontavam implicitamente para um modelo radical de cidade e de planeamento." (Alves Costa apud Cruz, 2019).

The project contradicted the idea of a business city centre thriving at the time by restoring the city to its citizens. Nonetheless, the innovative urbanist project never grew, and apart from the *São Vitor* neighbourhood (much praised at the time), soon the old policies returned, and the desertification of the city centre continued (Cruz, 2019; R. Figueiredo et al., 2013).

"The results of this first generation of urban rehabilitation policies, however, proved limited. In 1976, the SAAL (Support Housing Building Service) was abolished, accused of "distorting" its principles, "partisan involvement" in interventions, and "professional incompetence" of its technical staff (Rodrigues, 1999, p. 55). The completed or ongoing projects are scattered throughout various locations in the city, but the number of new or renovated housing units does not exceed four hundred (...)." ²⁸

(Queirós et al., 2020, pp. 320–321, trans. by Author)

6.2 CRUARB - Commissariat for the Urban Renovation of the *Ribeira-Barredo* Area ²⁹

Created in June 1974, CRUARB's goal was the rehabilitation of the *Ribeira* and *Barredo* housing area that presented levels of degradation that were impossible to ignore, forcing the population living there into undignified living conditions. The results of its intervention were immediate and very positive. Its intervention area was gradually extended, leveraged by the results on the ground (Alves, 2017; J. A. R. Fernandes, 2011; Pinto & Santos, 2011).

Their activity's impacts focused on solving the most pressing housing problems that the population (particularly the poorest) had in specific areas of the city. It was particularly efficient in the total recovery of areas and neighbourhoods, the most relevant examples being the rehabilitation of the *Ribeira-Barredo* area; the pilot project for the rehabilitation of the area around the *Sé* cathedral; the so-called *Miragaia* Operation; *Vitória* Operation, amongst others. However, its intervention was not limited to housing. In a broader vision, it integrated heritage issues, city urbanism, transport and accessibility, and cultural and social dynamics, to name a few. In the specific case of downtown Porto, the focus here was on the rehabilitation of the public and private heritage, particularly concerning

²⁸ "Os resultados desta primeira geração de políticas de reabilitação urbana revelar-se-iam, todavia, limitados. Logo em 1976, o SAAL é extinto, sob as acusações de "desvirtuamento" dos seus princípios, "envolvimento partidário" nas intervenções e "incompetência profissional" do respetivo pessoal técnico (Rodrigues, 1999, p. 55). Os projetos concluídos ou em curso pontuam diversas localizações da cidade, mas o número de habitações novas ou renovadas não chega às quatro centenas (...)." (Queirós et al., 2020, pp. 320–321).

²⁹ *Comissariado para a Renovação Urbana da Área Ribeira-Barredo.*

the habitability conditions of the resident population, all to make the area appealing for investment. Overall, this institute had a high rate of effectiveness in the field, always keeping a clear notion of the feasibility of the project and never allowing itself to be seduced by megalomaniac, utopian and, later on, proven unfeasible projects, unlike its successors (Pinto & Santos, 2011).

The granting of World Heritage status on December 5th, 1996, to the Historic Centre of Porto was a turning point in the strategy of this organisation. In the first place, because this body was primarily responsible for the attribution of this status (publicly recognized by UNESCO) and secondly, because this strict collaboration with UNESCO and the obligation to comply with its norms, objectives and statutes forced a broader and more global vision of the city by including new sectors, more areas of the city and rehabilitation plannings combining several sectors in a more organized and visible way, always striving for the city to be more attractive and visitable (Pinto & Santos, 2011).

“With the arrival of new professionals and the departure of many individuals associated with the original vision and program of the institution, and faced with the uncertainty of the status and role of this entity within the larger municipal structure, the CRUARB seems to oscillate between staying true to the script of the early years and the desire to broaden the form and type of interventions to be undertaken, placing greater emphasis on public space intervention and the creation of collective facilities, and redirecting the strategy towards a potentially broader social demand.”³⁰

(Queirós et al., 2020, p. 321, tran. by Author)

During the 1990s, the scope of the intervention expanded to include the Sé neighbourhoods. However, the multifaceted implications of diminished public funding and a collaborative alliance among governmental entities, financial institutions, and real estate interests disrupted the previously established momentum of rehabilitation endeavours. The disruption in the intervention model of CRUARB would result in unfinished projects, unutilized acquired buildings, and a lack of necessary plans, works, and rehousing (Alves, 2017; J. A. R. Fernandes, 2011).

³⁰ “Com a entrada de diversos novos profissionais e a saída de muitos dos elementos associados à visão e programa originais da instituição, e perante a indefinição do estatuto e papel desta entidade no seio da macroestrutura camarária, o CRUARB parece oscilar entre a fidelidade ao guião dos primeiros anos e a vontade de alargar a forma e o tipo de intervenções a desenvolver, dando maior destaque à intervenção no espaço público e à criação de equipamentos coletivos e redirecionando a estratégia para uma procura potencial socialmente mais alargada...” (Queirós et al., 2020, p. 321).

6.3 FDZHP - Foundation for the Development of the Historic Centre of Porto³¹

The Foundation for the Development of the Historic Centre of Porto (FDZHP) was established in 1991 as a non-profit private institution aiming to implement a model action to combat poverty in the *Sé* and *S. Nicolau* neighbourhoods. After the model action ended in 1994, the Foundation focused on integrated urban rehabilitation in the Historic Centre of Porto to improve living conditions, enhance the socio-urban landscape, and contribute to local development. The Foundation received funding from the Ministry of Labour and Solidarity, the Porto Municipal Council, and national and community programs. Its strategic domains included urban rehabilitation, professional qualification and employment promotion, education and socio-cultural activities, and cooperation with local institutions and associations. It aimed to revitalize the socio-economic fabric and enhance the city's prestige, dynamism, and competitiveness (FDZHP website, as referenced by Marques De Oliveira, 2009).

The Foundation implemented three projects: "Qualify, Train, Develop, Integrate", aimed to improve professional integration; "Living in the Historic Centre", focused on addressing physical issues of buildings; and "Community Empowerment", which targeted children and youth for educational and cultural activities (FDZHP website as referenced by Marques De Oliveira, 2009, p. 34). The primarily architectural intervention is complemented by a social action that focuses on an increasingly elderly and impoverished population, resulting from the departure of younger and more capable individuals who acquire their own homes or receive social support for accessing housing in residential complexes located away from the oldest part of the city (the "social neighbourhoods") (J. A. R. Fernandes, 2011). Approximately 500 families were estimated to be relocated to rehabilitated homes in the historic centre. However, for most of these families, the promises of returning to the neighbourhood after rehabilitation never materialized (Alves, 2017).

By the early 2000s, it became clear that CRUARB and FDZHP lacked the necessary financial and regulatory resources to address the increasing mismatch between needs and expectations regarding the protection and revitalization of the city. In response, a new political team dissolved these institutions. It established "Porto Vivo," a public-private cooperation company (SRU)³² within a

³¹ *Fundação para o Desenvolvimento da Zona Histórica do Porto.*

³² Following the recently approved Legislation: Law No. 106/2003 (section 5.2 Urban Recovery and Conversion, p. 40).

new political approach focused on cooperation between the public and private sectors, to address urban rehabilitation challenges (J. A. R. Fernandes, 2011; Queirós et al., 2020).

6.4 Historic Centre of Oporto, Luiz I Bridge and Monastery of Serra do Pilar

As stated before, in 1996, the Historic Centre of Oporto, together with *Luiz I Bridge* and Monastery of *Serra do Pilar*, were granted the status of a World Heritage Site.

“Recommendation:

That this property be inscribed on the world Heritage List on the basis of **criterion iv**³³:

The Historic Centre of Oporto preserves in its urban fabric and its many historic buildings remarkable testimony of the development over the past thousand years of a European city that looks outwards to the west for its cultural and commercial links.”

(ICOMOS, 1996, p. 83)

The website describes the city of Oporto, situated on the hillsides that offer a view of the Douro River estuary, which possesses a remarkable urban landscape spanning two millennia. Its history is closely tied to its maritime connections, evident in its name, "Portus", given by the Romans. The city's development over time is reflected in its diverse range of monuments, including the cathedral with its Romanesque choir, the neoclassical Stock Exchange, and the Church of Santa Clara, showcasing the distinctively Portuguese Manueline architectural style (UNESCO World Heritage Centre 1992-2023, 2023b).

Here, we also have the distinctive characteristics for which the site is claimed, such as:

- Integrity: The property encompasses all the elements necessary to convey its Outstanding Universal Value, including the urban fabric and historic buildings. It is protected from adverse effects, and several rehabilitation projects contribute to its integrity.
- Authenticity: The urban fabric of the Historic Centre, Luiz I Bridge, and Monastery of Serra do Pilar is authentic regarding location, design, and materials. It represents over a thousand years of continuous settlement, with each period leaving its imprint. Efforts are made to preserve and maintain the physical and intangible assets of the city, including its

³³ Selection criteria (iv):“ to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history”. In: <https://whc.unesco.org/en/criteria/>.

historic buildings and landscape.

- Protection and Management: The entire Historic Centre is classified as a National Monument, and additional protective measures are in place. The World Heritage Management Plan includes conservation surveys, action plans, and monitoring programs. A dedicated Urban Area Management Unit addresses day-to-day challenges. Ensuring the property's sustained Outstanding Universal Value requires ongoing protection, conservation, management, and addressing depopulation issues (UNESCO World Heritage Centre 1992-2023, 2023b).

6.5 Porto Vivo SRU

In 2004, new legislation on urban rehabilitation led to the creation of SRU Porto Vivo, which absorbed the Municipality of Porto's responsibilities for urban redevelopment. SRU Porto Vivo focuses on partnering with the private sector and implementing strategic plans in targeted areas. This approach includes options for expropriation, property restructuring through partnerships, and streamlined licensing processes, opening the housing market to a new neo-liberal phase (Alves, 2017).

In Porto, the State has directed its attention and resources towards urban revitalization and economic growth, promoting urban rehabilitation as a business opportunity for investors and attracting new residents and tourists. However, these policies often prioritize gentrification, catering to wealthier social groups, reflecting the ongoing neo-liberalization of space in recent decades (Queirós, 2016).

In its early stages, the SRU took the lead in building rehabilitation and urban redevelopment projects, collaborating with construction companies and real estate developers to attract both enthusiastic and hesitant investors. This period has witnessed significant documentation, programmatic production, and the launch of competitions for new construction initiatives. However, challenges arose in attracting private investors between 2005 and 2008, further exacerbated by the real estate crisis and financing problems (Queirós et al., 2020). Consequently, specific projects, including the *Cardosas* project, experienced notable delays while raising questions about the emphasis on architectural triumph over social-economic geography and its façade-focused transformations (J. A. R. Fernandes, 2011). Additionally, difficulties persisted in finding buyers for rehabilitated homes and commercial establishments well into the early 2010s.

Looking back to these times, in its *Management and Sustainability Plan*, the authors recognise difficulties, but in their neoliberal vision (Alves, 2017; J. Fernandes et al., 2023; Queirós, 2016) clarifies that those budget restriction policies have contributed to the growing privatization of the Urban Rehabilitation initiative in Porto, which has yielded positive results in terms of investment growth. However, this has also placed significant pressure on the management capacity of Porto Vivo SRU, which is responsible for overseeing the Historic Centre of Porto (HCP). Despite the positive outcomes, they confirm the lack of corresponding social intervention, as evidenced by the high number of planning permission processes for private works being considered without adequate social counterbalances (Porto Vivo - SRU et al., 2021).

Overall, the balance made states that:

“... over the last decade more buildings were rehabilitated in the HCP than in the previous forty years (...) But a process of "rapid growth", without sufficient time to assimilate the experience, now implies a more profound reflection on the side effects that have resulted from a response, which was sometimes too impulsive, in the face of the galloping advance in the number of interventions, leaving room for better qualitative performance over the next decade.”

(Porto Vivo - SRU et al., 2021, p. 27)

In fact, it is acknowledged that there is a problem with housing offers, and rather than resorting to the HCP³⁴, facing the problem of depopulation (ICOMOS Portugal, 2020; Porto Vivo - SRU et al., 2021), the answer revolves around the periphery:

“Without being able to deal with all the problems associated to the **shortage of housing**, it is important, in the next cycle, to **expand the number of buildings in the municipal perimeter** and even private ones, which can be allocated to relocation programmes and ensuring the offer of housing, with larger types (2- and 3-bedroom apartments) in the different social levels where there is greater need.”

(Porto Vivo - SRU et al., 2021, p. 36)

Moreover, when faced with tourist-related problems, its Management and Sustainability Plan for the ongoing ten-year period recognises the threat of “Excessive tourist and real estate pressure” on the HCP. However, acknowledging, just a few pages forward, that tourism plays a significant role in the *Revitalization and sustainable economic development* strategy. It mentions the need to recover tourism activity with “high-quality” tourism to stimulate economic growth whilst also

³⁴ Making the effort to keep residents, see next page citation.

highlighting the importance of diversifying economic activities to strengthen the overall vitality and sustainability of local companies and to create employment opportunities:

“• **Revitalisation and inclusive social development:** through maintenance of the local population residing in the Historic Centre and the attraction of new inhabitants, ensuring better quality of life and well-being, supported by inclusion and social equity. This first point is closely linked to the need to occupy rehabilitated houses (freed from the need to cater to tourists) and the creation of conditions that enable a positive experience of the Historic Centre, in which a diverse community of all age groups can live in safety and harmony.

• **Revitalisation and sustainable economic development:** stimulate economic growth and the capacity to create new conditions of employability, through the promotion of economic investment, high quality tourism, and the strengthening of local entrepreneurship based on innovation. In pursuit of this objective, it is necessary, in light of the current situation, to recover tourism activity and ensure, in parallel, the diversification of economic activities in order to strengthen the vitality and sustainability of local companies.”

(Porto Vivo - SRU et al., 2021, p. 43)

Nevertheless, the problem of excessive tourism is acknowledged later by addressing the tourist accommodation sector:

“The real estate, tourist and cultural dynamics of the previous decade ended a cycle of major potentialities, especially in terms of the rehabilitation of heritage buildings and public spaces, but at the same time led to some pertinent warnings about problems of excessive concentration in terms of the supply of tourist accommodation and services that are too focused on tourist demand, with some corrective measures that were already initiated prior to the pandemic.

It is now important to take advantage of the stoppage caused by the pandemic to reopen a new cycle with innovative management resources that will make it possible to measure, calculate and prevent such excessive concentration and its impact on the asset's heritage value.”

(Porto Vivo - SRU et al., 2021, p. 51)

The authors highlight the significant role of private investment in rehabilitating the HCP, resulting in numerous construction permits and completed construction/use permits. They emphasize the importance of investments, support, and incentives provided by various programs and initiatives, such as IHRU, IFRRU, QREN, JESSICA, ON2, Porto Vivo, SRU, and the Municipality of Porto, in contributing to the attractiveness, dynamism, and revitalization of the HCP (Porto Vivo - SRU et al., 2021).

Completing that, the *Management Plan* aims to protect and enhance the Outstanding Universal Value of the Historic Centre of Porto, Luiz I Bridge, and Monastery of Serra do Pilar. Over the next ten years, the plan will adhere to international charters, conventions, and national heritage legislation to ensure effective management, planning, and implementation of good practices for the UNESCO World Heritage site (Porto Vivo - SRU et al., 2021).

The *Management Plan* is structured under four strategic axes: **Heritage; Population; Housing and Communities;** and the **Economy, the Environment and Mobility**. The plan aims to integrate these axes into a unified mission of safeguarding and enhancing the Historic Centre of Porto's Outstanding Universal Value (OUV). The integration will be achieved by aligning the framework of actions with the strategic objectives of UNESCO, including **Credibility, Conservation, Capacity-building, Communication** and **Communities**³⁵ (Porto Vivo - SRU et al., 2021).

In other words, this document states that it is vital to find ways to manage tourism and economic activities to safeguard the site's heritage value while maintaining its vibrancy and economic viability (Porto Vivo - SRU et al., 2021).

The current version of the plan (2022) presents four strategic axes, including 40 actions and 81 projects, engaging various stakeholders such as residents, technicians, and experts. The actions cover various activities, including conservation, knowledge acquisition, capacity building, dissemination, and risk assessment (Cunha Ferreira et al., 2023).

6.5.1 The Four Strategic Axis for the HCP (2021-2013)

1. Heritage

The first axis of the plan emphasizes the rich material heritage of the Historic Centre of Porto (HCP), which includes buildings of variable sizes, historical periods, functions, and conservation statuses. It highlights the importance of distinguishing between the architectural and urban heritage within the classified area and the buffer zone. Each building represents a unique case requiring tailored interventions based on structural conservation, architectural origin, functional history, and future use. The goal is to preserve and enhance the heritage by understanding the individual characteristics of each building and considering contextual factors.

It mentions the major criticisms that the public opinion (as demonstrated in the next section) has made regarding rehabilitation initiatives in the HCP, such as criticism that rehabilitation initiatives do not "*...comply with the methods of restoration and recovery of the buildings, and which accuse the architects of carrying out unnecessary destruction inside the buildings, respecting only the façades (façadism)*" (Porto Vivo - SRU et al., 2021, p. 54). In their defence, it is argued that many buildings in the HCP have fallen into a state of degradation and ruin due to long periods of

³⁵ See Annex VII, UNESCO's Five Objectives, p. 112.

abandonment, which should not be confused with relatively recent buildings in the periphery of the *Baixa* (manly the bourgeois buildings) that have been occupied and preserved ever since. Furthermore, it is noted that the buildings remaining to be restored in the HCP are becoming less old and less degraded, as priority has been given to territories that have experienced more significant strain, such as the *Barredo* and *Morro da Sé*, thus reducing the likelihood of significant structural interventions in the future (2021, pp. 54–55).

Nonetheless, the importance of a Preliminary Report is stated, before the start of each work, arguing that it is vital for documenting the existing condition of the relevant construction elements. This report will serve as a reference for the entities responsible for assessing the proposed projects, allowing them to make informed evaluations and determine whether the intervention levels suggested by the Architect are appropriate for the specific case (2021, p. 55). In addition, considering the site is classified as a National Monument, “... *any intervention on the outside or inside of buildings requires licensing and a favourable opinion from the competent authorities, including, in addition to municipal services, the DRCN and the DGPC.*” (Porto Vivo - SRU et al., 2021, p. 149).

Considering that the buildings in the HCP have undergone essential changes to address ruin and poor conservation, resulting in significant improvements, the authors state that the interventions carried out have revitalized the HCP and accommodated evolving social needs, but reinforce that the unique architectural characteristics of the HCP pose challenges in adapting to current family needs. To overcome such issues, improving the layout, circulation, and vertical communications within the buildings of the HCP required consolidation and relocation of vertical circulations, given the excessive number of stairwells and the degraded state of the buildings. These measures aimed (and still do) to meet the comfort and privacy standards required by the HCP residents, including elevators for the convenience of seniors and individuals with limited mobility (2021).

2. Population

Responding to critics attributing the *population decrease as a negative impact of the lack of political support for conservation*, the authors consider that the population decline in the Historic Centre of Porto is not solely due to municipal policies or heritage management. They view it as a broader process affecting the entire city over the past four decades. Lack of investment in private housing recovery and housing policies favouring peripheral areas have contributed to the population loss. Government housing policies focused on sustainable rehabilitation are needed to reverse this trend (2021).

Regarding criticism of *population loss and gentrification of the HCP, driven by excessive tourism*, the authors state that the loss cannot be attributed to tourist activity or the use of buildings for tourism. They state that many buildings recovered for the hotel industry were previously degraded and abandoned, with no housing function, adding that converting buildings into individual apartments for local accommodation (AL - tourism) was a response to the loss of inhabitants, which occurred independently of tourism-related factors. However, the excessive presence of local accommodation units did raise concerns, leading to a study on regulating their allocation in areas already under pressure. The COVID-19 pandemic subsequently rendered these regulations unnecessary. The authors state that while the concept of gentrification is frequently mentioned regarding the HCP, it requires further study and evidence. Within the context of the Plan, it is deemed necessary to explore and understand the history and trends of this dynamic to prevent any detrimental social exclusion processes. However, it is acknowledged that gentrification extends beyond the geographical boundaries of the World Heritage Property and should be investigated on a broader territorial scale (2021), highlighting that the social changes in Porto's Historic Centre were constant over time. It is emphasized the inevitability of change and challenges the idea of preserving a static past. The current mix of residents includes diverse groups, and the area is evolving with new businesses and amenities (2021).

3. Housing and Communities

The authors state that access to housing in Porto's Historic Centre relies mainly on national policies to promote the rental market, as municipal policies have limited scope. The Management and Sustainability Plan aims to identify and address the challenges in housing supply within the framework of national policies. They identify the difficulties in accessing housing for groups such as older people, families with children, people with disabilities, and car-dependent residents. The freeze on rent for many decades led to the depletion of housing units and disinterest from landlords, resulting in abandonment and deterioration, as documented in previous urban plans and studies, including the *Barredo Renovation Plan* from the 1960s. The authors argue that the 2012 rental law freed housing contracts from limitations but faced challenges, such as contradictory measures and limited access to bank financing, arguing that further actions are needed to address these issues (2021).

The authors advocate for promoting rental housing instead of the prevailing home ownership culture. They recognize that the lack of rental supply challenges middle-class access to affordable housing. They call for fiscal policies and incentives to encourage investment in rental housing. While they acknowledge the impact of the economic crisis and tourism on housing issues

in the Historic Centre of Porto, they caution against solely blaming these factors. They stress that disparities in housing opportunities exist in all cities. The authors also emphasize the importance of preserving historic centres and highlight the negative consequences of suburban development and subdivisions (2021).

4. The Economy, the Environment and Mobility

The authors highlight the **economic** significance of the Historic Centre of Porto for the city, region, and country as a whole. They explain how the area has transitioned from a declining economic hub to a vibrant cultural and tourist centre. The urban regeneration and rehabilitation efforts have attracted new activities and investments, including in real estate. They emphasize the appeal of heritage cities and the desire of cultural tourists to experience local culture and authenticity. The authors note that Porto's attractiveness to tourists goes beyond the weather, and its attractions are based on culture and history, its landscape, the streets, commerce, gardens, architecture, boats and wine, galleries, bookstores, and theatres. All form the basis for the cultural tourism that needs to be reestablished after the COVID-19 pandemic. Acknowledging, though, that cultural tourism should go beyond numbers and overcrowded tourist establishments. The goal is to attract audiences genuinely interested in exploring Porto's art, history, environment, and culture. Maintaining Porto as a clean, comfortable, and well-maintained city is essential, regardless of tourism (2021).

The authors emphasize that **environmental** considerations are crucial within the HCP. They stress the importance of sustainable practices in rehabilitation, turning to efficient energy use, and avoiding the waste of land, construction resources, and investment in new infrastructure, alongside complying "... with the good management of natural resources, such as water, atmosphere and energy, even in new constructions"(Porto Vivo - SRU et al., 2021, p. 68). Additionally, the authors emphasize the need for the city's configuration to prioritize proximity between residents and essential services, reducing the need for extensive travel. Overall, they advocate for sustainable urban density and convenient access to infrastructure within the HCP to create an environmentally friendly and vibrant community (2021).

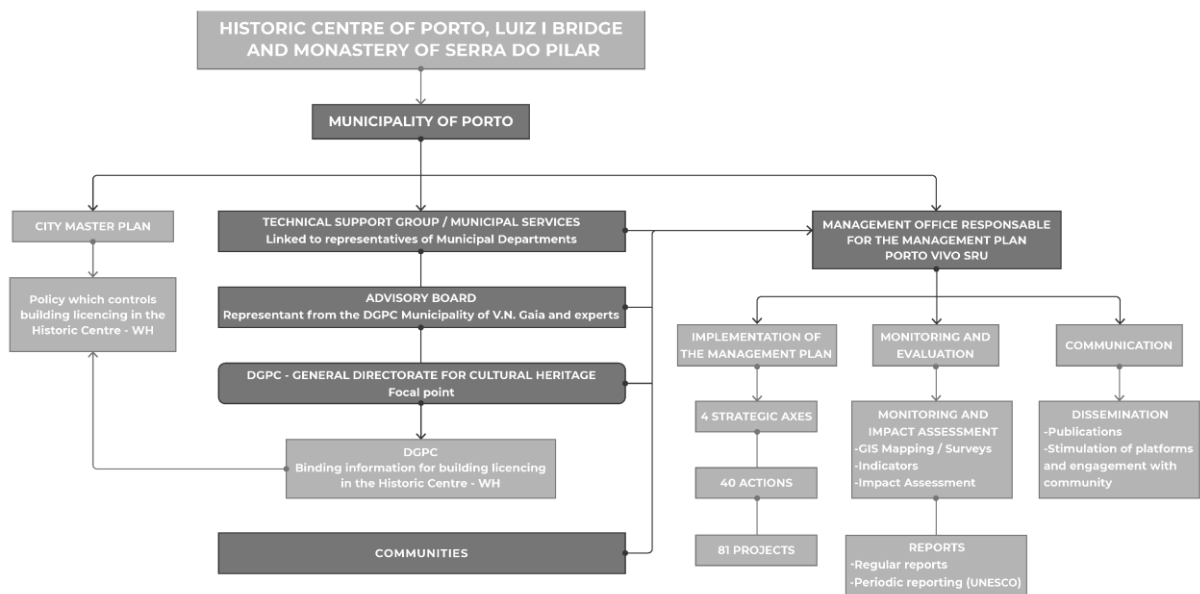
As for **mobility**, the steep streets of Porto's Historic Centre present challenges for pedestrians, and To enhance mobility in Porto's Historic Centre, the authors recommend creating gentle-sloped pedestrian connections, investing in mechanical resources to support pedestrians, and promoting electric vehicles. They acknowledge the supplementary role of cars for residents but propose reducing reliance on them through improved Metro access, expanded parking capacity, and light public transport options. The goal is to establish a well-integrated, sustainable transportation

network within the Historic Centre (2021).

In the published paper *The Historic Urban Landscape Approach and the Governance of World Heritage in Urban Contexts: Reflections from Three European Cities*, the authors make an assessment of the management in the Historic city of Porto (alongside others) from the perspective of the Historic Urban Landscape Approach³⁶ (Cunha Ferreira et al., 2023).

Several issues need careful attention. For instance, it is highlighted that the General Directorate for Cultural Heritage (DGPC) must approve any construction permits within the World Heritage property and its buffer zone for Cultural Heritage. However, ongoing work is still needed to improve the coordination between the World Heritage property management plan (Porto Vivo -SRU) and the Municipal Master Plan (Municipality). The recent integration of the World Heritage Management Office into the Municipal Council has enhanced that coordination.

Figure 2 - WH management system in Porto.



Text in dark grey corresponds to management bodies, and text in light grey to management actions carried out.

Source: (Cunha Ferreira et al., 2023, p. 9)

As part of the HUL approach, assessing heritage resources and values reveals several

³⁶ See Section 3.10 - The Paris Declaration (2011), p. 21.

challenges indicated by Key Governance Issue (KGI) indicators³⁷. The authors identify several key issues based on their analysis. They highlight KGI 1, which pertains to the lack of integration and policy articulation regarding intangible and natural heritage categories in urban planning, leading to decreased recognition. They also point out KGI 4, which relates to institutional communication gaps that hinder effective policy integration and the application of resilient and sustainable strategies. These communication gaps also contribute to conflicts during urban planning applications (KGI 4) and the need for mediation strategies (KGI 3) to address these conflicts. The authors note challenges in integrating heritage values and vulnerability into urban development frameworks (HUL steps 4 and 5), primarily due to the issues described in KGI 1. While WHMPs have good intentions, they often lack multidisciplinary and struggle to influence local planning tools effectively. Finally, establishing local partnerships (HUL step 6) is essential. However, uncertainties exist regarding institutional communication and the level of active community participation, with concerns about passive engagement versus meaningful involvement (KGI 2) (Cunha Ferreira et al., 2023).

³⁷ See Annex VIII, Key Governance Issues, pp.113-114.

7 Factors Contributing to the Decline of Centenary Buildings

The expansion of any given *urbe* has always been a process that involved a significant exodus from rural to urban territory, much or mostly revolving on economic boosts.

The processes that lead to the abandonment of rural areas to “feed” the urban tissues have been in the scope of the authorities for a while now. European authorities are aware of it, as stated in Resolution P9_TA (2021) 0248, for Reversing demographic trends in EU regions using cohesion policy (The European Parliament, 2021).

Nowadays, the fast mutability of a city often coincides with pockets of regression or stagnation, the “doughnut effect”³⁸. Those processes also relate to the paradigm of “the shrinking city”.

The city of Porto is currently in this situation. It falls into the category of a Shrinking City:

“... a densely populated urban area that has on one hand, experienced a population loss in large parts of it (for at least 5 years, more than 0.15% annually), and on the other hand, is undergoing an economic transformation with some symptoms of a structural crisis.”

(Shrinking Cities International Research Network (SCIRN) definition, as cited in Aurambout et al., 2021, p. 1)

The need for social intervention to address this issue is confirmed in the “Report on the State of Territorial Planning,” which emphasizes the importance of “*exemplary urban regeneration operations*”³⁹ (Oliveira et al., 2015, p. 114, trans. by Author). This need is further supported by the data collected and presented in the chapter “The changes in the context and the triumph of

³⁸ A concept first perceived in the USA, with at least three decades of emergence in the urban policy debate (Broder, 1991).

³⁹ “*operações de reabilitação urbana exemplares*” (Oliveira et al., 2015, p. 114).

tourism"⁴⁰ (Chamusca & Fernandes, 2021).

As emphasized in the "Fundamental Charters" section (p.8), the challenges posed by climate change, as well as other natural hazards and human-induced threats, are the primary issues facing our heritage today (Bosher et al., 2020). Human-induced hazards are particularly concerning due to their potential for rapid and extensive damage. Towards mitigating these hazards, it is imperative to prioritize short-term actions that can be implemented with greater efficacy. The accomplishment of rehabilitation endeavours relies on many factors, including legal, technical, financial, and socio-cultural considerations. Although interconnected, we will examine each factor separately within the framework of our analysis to provide a comprehensive understanding of their impact on the decline of these buildings.

7.1 Legal/Political Factors

"Rehabilitation, which started decades ago, has now become a major political discovery. The drama is that this 'new' rehabilitation, widely proposed in its ideology and political foundation, is quite distinct from the one we began fighting for after modernism's end. (...) However, what is promoted today as 'rehabilitation' is far from corresponding to its true meaning, forming a colossal fraud (...)." ⁴¹

(Aguiar, 2014a, p. 63, trans. by Author)

As stated in the previous subsections, significant policies aimed to shape the HCP. In the initial phase of extensive rehabilitation efforts, starting in 1974, the governing authorities, primarily centre-left, established CRUARB based on the Bologna model. This approach emphasized the involvement of residents and relied on public investment. However, CRUARB was dissolved in 2003, and a new organization called Porto Vivo, SRU was established in November 2004 with a distinct approach. Porto Vivo, SRU aimed to attract and assist investors in housing rehabilitation, marking a significant shift in strategy (J. Fernandes et al., 2023). However, the shift in method was significant by placing "typological reformulation" and "non-sacralization of built heritage" at the forefront of its objectives for rehabilitating the historic city, openly advocating for processes that replaced existing

⁴⁰ Chamusca, P., & Fernandes, J. A. R. (2021). As alterações do contexto e o triunfo do turismo. In *A Baixa do Porto. Arquitectura e Geografia Urbana* (pp. 44–53). BKC. Book Cover Editora, lda.

⁴¹ "... a reabilitação — na verdade dezenas de anos depois de ela já se ter iniciado entre nós — tornou-se a grande descoberta política. O drama é que esta «nova» reabilitação, tão amplamente proposta, na sua ideologia e fundamentação política, é bem distinta daquela pela qual começámos a lutar depois do fim do moderno." (Aguiar, 2014a, p. 63).

populations with new residents, youth, and new commerce. Thus, little assurance is given for preserving the essential physical aspects (the pre-existing morpho-typological structure of the city), and regarding the social dimension, there are significant concerns about the lack of community participation in the new urban planning and design processes (Aguiar, 2014b).

“The age of the pre-existing sites, the constructive poverty of much of popular architecture, the excessive number of inhabitants in most of the buildings, the lack of conservation and of waterproofing, with profound damage to the walls, floors and stairs, which caused the presence of fungi and wood-eating insects, fires and floods, and led to improvised “remedial” interventions undertaken by the poor tenants, over more than a century, have led many buildings to a level of destruction that is not compatible with the conservational, museographic vision defended by these critics, especially “academics” (in the pejorative sense of the term) who do not take into account those who do, those who have already done, those who have had to resolve genuine constructive problems within this authentic and complex reality.”

(Porto Vivo - SRU et al., 2021, p. 55)

Legislation regarding safety and health directives is of utmost importance. However, the mandatory restraints imposed by current regulations may present challenges as they may not always be fully compatible with preserving the historic assets and unique characteristics of many centenary buildings. According to José Aguiar *et al.* (2020), the preservation of shared spaces in residential buildings is crucial, particularly in maintaining the quality and unique characteristics of entrance areas and often with very distinctive skylights. These spaces provide natural light and architectural heritage and contribute to the buildings' overall appeal. It is essential to prioritize the preservation of these qualities during rehabilitation efforts, even considering the impact of fire safety regulations. The decline of these features in contemporary residential buildings underscores the importance of recognizing and safeguarding them.

On the *Accessibility Regime for Buildings and Establishments that Receive the Public, in Public Spaces and Residential Buildings*" (Decree-Law No. 163/2006 currently in force). Initially, the existing regulations focused on new constructions, neglecting the consideration of accessibility requirements concerning the heritage values of existing buildings. An exception regime allowed housing projects in older buildings to be exempt from accessibility requirements, although conditioned by their public service nature. Those are exempted from the mandatory technical accessibility standards in cases where the required works are excessively difficult, the economic or financial resources needed are disproportionate or unavailable, or when there is a significant impact on the preservation of cultural or historical heritage (Decreto-Lei n.o 163/2006, 2008). However, in 2019, a new decree was published, repealing the exception regime, and introducing a tailored model for rehabilitation

projects in existing buildings. The new regulation (Decree-Law No. 95/2019⁴²) now provides an alternative and simplified procedure for simple interventions without significant design changes, with relaxed requirements. This shift reflects the importance given to the preservation of resources and the social, cultural, and material values at stake (Nuno Valentim (coord.) & Ramos, 2020).

Nevertheless, these general policies and its repercussion in the built tissues and their communities are one part of the issue. The negative impacts of the rehabilitation sector on buildings and people are often a result of legislative actions or the absence thereof. Architect Pedro Marques Figueiredo's analysis in the chapter "The legal context and incentives for rehabilitation"⁴³ (2021) explores how legislation enabled harmful practices with adverse consequences for the community and built heritage preservation. Here is a breakdown of the key elements mentioned in the passage:

1. Law 60/2007: Enacted in 2008, exempted certain cases from licensing requirements, including works deemed to have "low urbanistic relevance" alongside conservation and alteration works that preserved the building's structure, having a significant impact on the preservation of interiors and their decorative panoramas, whilst transferring the responsibility for interventions to the individual parties involved, such as architects, engineers, promoters, and owners (P. M. de Figueiredo, 2021).
2. *Memorando de Entendimento* (Understanding Memorandum): Following the Troika's intervention in 2011, specific alterations in legislation, including the "Cristas Law" in 2012 (Law No. 31/2012, of August 14th), favoured investor/landlord actions by facilitating eviction procedures and terminating rent-controlled systems. These policies increased real estate market activity and the transformation of former dwellings into tourist rentals (2021).
3. Simplification of Administrative Procedures: Laws such as Law 32/2012 and DL-53/2014 simplified administrative procedures for rehabilitation, including safety requirements and licenses of use. While these measures aimed to streamline processes, they also decreased state control and supervision, contributing to demolitions and façadism without sufficient justification(2021).

The Portuguese Government established the RERU (Exceptional Urban Rehabilitation

⁴² See Section 5.4 The applicable regime for the rehabilitation of buildings or autonomous fractions, p. 41.

⁴³ Figueiredo, P. M. de. (2021). O contexto legal e os incentivos à reabilitação. In *A Baixa do Porto. Arquitectura e Geografia Urbana* (pp. 30–43). Book Cover Editora, lda.

Regime) in 2014 to simplify rehabilitation processes, recognizing the mismatch between the regulatory framework designed for new construction when applied to rehabilitation. However, RERU has also opened the doors to harmful interventions, ranging from abusive transformation and extensive demolition of existing values to disregard for fundamental compatibility between construction systems and structural safety (José Aguiar (coord.) et al., 2020). Law No. 32/2012 contributes to the multiplication of façadism interventions⁴⁴ and the compartmentation of interiors into smaller apartments, with consequences on the physical reality of the buildings, as it excludes the authorities of structural surveillance (J. Fernandes et al., 2023).

4. Licensing Exemptions: The author highlights laws such as Law 32/2012 and Decree-Law 53/2014, which streamlined rehabilitation licenses and provided exceptions for buildings over 30 years old intended for housing. These exemptions contributed to the rise of "local accommodations" (short-term rentals) and the demolition of interiors without clear justification (2021).

Collectively and alongside municipal regulations, these legislative actions, laws, and policies have profoundly impacted Portugal's urbanization, rehabilitation, and housing landscape in recent years.

⁴⁴ Law No. 32/2021, as for the above-mentioned Decree-Law No. Decree-Law No. 307/2009, both prioritize the façade and only after the interiors. See 5.3 - Urban Rehabilitation Legal Framework, p. 41.

7.2 Financial and Economic Factors

"As the federal-grants economy that funded urban renewal efforts has been dismantled, entrepreneurial cities have sought to distance themselves from prior welfarist commitments, reclaim obsolete spaces, and find innovative ways to make costly redevelopment projects "pay for themselves." Devolution increased cities' dependence on own-source revenues, namely property tax revenues, which in turn made them more dependent on those that create value: the private real-estate market. Neoliberal redevelopment policies amount to little more than property speculation and public giveaways to guide the place and pace of the speculative activity. In this way, the miniaturization of fiscal space through strategies like TIF⁴⁵ assists the local state in preparing urban property for the deep excavation of value."

(Weber, 2002, p. 537)

The current dynamics in Portugal's real estate and housing market can be attributed to several factors shaping its trajectory in recent years. The "Gold Visa" mechanism (2012) aimed to attract foreign investment by offering Portuguese nationality to individuals who acquire properties valued at EUR 500,000 (J. Fernandes et al., 2023). Additionally, the enforcement of the "New Lease Law"⁴⁶ in Portugal, a result of crisis policies implemented by the "Troika" (ECB, IMF, and EC), aimed at liberalizing the rental market, led to a surge in leasing prices, consequently impacting the overall housing market, and contributing to inflation in real estate prices. As a result, property owners, both existing and new, have been motivated to engage in rehabilitation works, resulting in a decline in the number of derelict buildings and abandoned houses (2023).

Another significant influence has been the decrease in interest rates mandated by the European Central Bank⁴⁷, prompting investors to seek alternative routes for their funds, including real estate. The combination of the "new lease law," reduced interest rates, growing tourist demand, and investment opportunities has sparked rapid private investment in the country. As a result, real estate prices have significantly increased, and the rental market has experienced a surge, leading to tenant evictions. Furthermore, in conjunction with the neoliberal post-financial crisis program, new

⁴⁵ Tax Increment Financing (TIF) is a specific financing mechanism used in the United States, there are similar concepts and tools that exist in the Portuguese context, such as *Áreas de Reabilitação Urbana* (ARUs), and financing mechanisms, such as the *Fundo Nacional de Reabilitação do Edificado* (FNRE). They also promote Capturing Value and Collaboration with Private Sector, by encouraging private investment and collaboration, both with correspondents in national and local policies for the built fabric.

⁴⁶ The above mentioned "Crista's Law", Law No. 31/2012, of August 14th.

⁴⁷ "In June 2014 the ECB became the first major central bank to lower one of its policy rates to negative territory: It decreased the rate applicable to its deposit facility (DFR) to -0.10%. This first rate cut was followed, over time, by three more, bringing the DFR to -0.40% in March 2016." (Demiralp et al., 2019, p. 2).

tax legislation has been implemented to facilitate demolition, construction, and rehabilitation. These policies and measures have collectively shaped the real estate sector, contributing to a forceful and evolving market in Portugal and a significant change in the “looks” of the city's historic centres. (Chamusca & Fernandes, 2021).

The interplay between public and private investment in the hospitality sector has also become a topic of considerable interest, particularly in the context of European funding initiatives and government interventions. In recent times, there has been a notable reduction in social and economic protections, as stated above, particularly in areas heavily affected by gentrification, such as housing and vulnerable economic sectors (J. Fernandes et al., 2023). Through the European Union, the State has actively participated in this change by facilitating building conversions, streamlining procedures, and offering tax reductions or exemptions. Additionally, the EU has provided financial support for investments, co-funding at least ten hotels since 2009 through programs like ON.2, Novo Norte, and COMPETE 2020, contributing around 30% to 50% of the total investment. However, it is vital to consider the drawbacks resulting from the over-specialization of the central area regarding accommodation and dining. Although a natural occurrence in cities experiencing change, this process may have lacked proper economic scrutiny. (Chamusca & Fernandes, 2021; J. Fernandes et al., 2023).

As a result, the city centre has witnessed a confluence of liberal economics and an obsession with heritage, which has given birth to a phenomenon where city centres are transformed into *new Disneyland*s, spaces designed as commercialized attractions, catering to the hedonistic consumption of (mass) tourism and investors (Aguiar, 2014a; J. Fernandes et al., 2023). The approach to heritage rehabilitation that transforms sites into spectacles for consumption has resulted in the rapid commodification of centenary buildings. These places are not solely valued for their cultural significance but for their novelty or entertainment value (2014a). With the significant rise in international interest in real estate, the result is a floating population overcrowding residents (J. Fernandes et al., 2023).

In this transition, the historical city is increasingly viewed as a product to be sold and a hub of consumption rather than a living environment or interconnected network of spaces. As a result, housing has become primarily driven by financial interests. These dynamics highlight the challenges of reconciling heritage preservation with equitable urban development, prompting essential inquiries about such initiatives' long-term sustainability and inclusivity (Aguiar, 2014a; J. Fernandes et al., 2023; Vieira, 2009).

Another for-profit cause for the dilapidation of the historical memory is the fractioning of the interiors:

“The maximization of the profit rate by creating smaller fractions to rent, while being able to maintain the façade, changed the city, resulting in the disappearance of many traditional houses, mostly in their structure, along with traditional wood and gypsum works and some notable elements, right in the heart of the area classified as a World Heritage Site.”

(J. Fernandes et al., 2023, p. 19)

Under the neoliberal regime, urban architecture and urbanism undergo transformations to appease investors and visitors, often resulting in a cartoonish phenomenon ("Disneyland effect") characterized by a superficial historical reference in the treatment of buildings and places, a preference for vibrant colours, and a focus on façades. Public spaces are also increasingly transformed into multi-use platforms, with a significant portion dedicated to privately operated terraces. Historical buildings in proximity to recently renovated streets and squares attract private investment, catering primarily to the affluent middle and upper classes, colloquially referred to as "bo-bo" (a shortened version of "*bourgeois-bohèmes*" or "bourgeois bohemians") (J. A. R. Fernandes, 2011). Whichever the function, these architectural interventions predominantly involve demolition, new construction, and high-rise developments rather than emphasizing restoration and careful rehabilitation (J. A. R. Fernandes, 2011).

7.3 Technical Factors

Over the years, the construction industry has undergone a significant transformation in its approach to rehabilitation projects, driven primarily by changes in governance policies. In 2004, new construction represented 90,5% of the sector's activity in Portugal (only 10% for maintenance, conservation and rehabilitation), against an average of 52,5% in the 19 countries surveyed by *Euroconstruct* (Queirós et al., 2020).

The industry mainly focused on new construction projects, with limited attention to preserving and restoring existing structures. However, a notable shift occurred in the following ten-year period, fuelled by new policies and incentives prioritising historic city centre revitalisation, as stated by a Senior executive of a construction company based in Braga, "*... in retrospect, considering the timeline, our construction approach has significantly shifted. Until 2008, our focus primarily revolved*

around new construction projects from scratch."⁴⁸ (Queirós et al., 2020, p. 346, trans. by Author)

As the industry transitioned towards rehabilitation projects, it became apparent that traditional crafts suffered a significant loss of workers and knowledge. Decades of investment in new construction have led to a decline in expertise in the field.

"With the loss of ancestral knowledge, replaced by a low-skilled industry that imposed the dogma of acrylic paint, brick, cement, and aluminium as the sole solutions, *façadism* has exploded among us. It entails gutting buildings and historic centres, attaching typologically autonomous structures, sometimes shamelessly overflowing with virility, into curtain walls that ascend towards the sky in towers of metal and glass, with the old *façades* serving as aprons (or death masks?)."⁴⁹

(Aguiar, 2000, p. 3, trans. by Author)

The loss of traditional skills poses a challenge in preserving these buildings' authenticity and historical integrity. The reliance on modern construction techniques, as they are the only ones known and familiar to the construction sector, results in the application of systems and materials that may not be fully compatible with the original construction.

Our main company now engages in the restoration and construction within historic city centres. Our current endeavours involve a combination of demolition, *façade* preservation, and subsequent reconstruction, depending on the extent of the rehabilitation required. Whether a comprehensive or minor restoration, the intervention always involves (some kind of) demolishing and *façades* preservation.⁵⁰

(Senior executive of a construction company based in Braga, as cited in Queirós et al., 2020, p. 346)

This reliance on modern, "easy fixes" raises concerns regarding the rehabilitated buildings' identity, compatibility, durability, and environmental sustainability, a concern highlighted in

⁴⁸ "... ora, pensando aqui nas datas, nós, até 2008, quase que fazíamos sempre obra nova, de raiz." (Quadro de topo, GE *apud* Queirós et al., 2020, p. 346).

⁴⁹ "Perdidos os saberes ancestrais, substituídos por uma indústria de baixíssima tecnicidade que impôs a vulgata da pintura acrílica, do tijolo, do cimento e do alumínio, como soluções únicas, explodiu entre nós o *fachadismo*. Quer dizer, o *esventramento dos edifícios e centros históricos, acoplando unidades edificadas tipologicamente autónomas, por vezes extravasando-as pela virilidade despuorida de curtain-walls que crescem para os céus, em torres de metal e vidro, tendo as antigas fachadas como aventais (ou máscaras mortuárias?).*" (Aguiar, 2000, p. 3).

⁵⁰ "Temos a grande empresa, que é a que está nos centros históricos a reabilitar e a fazer Construção, [e] nós agora é demolir, ou manter uma fachada, e depois começar de novo, mas temos sempre ali a intervenção de demolir, de manter uma fachada, depende, se é reabilitação profunda ou ligeira." (Quadro de topo, GE *apud* Queirós et al., 2020, p. 346)

UNESCO's Convention for the Safeguarding of the Intangible Cultural Heritage⁵¹ (2003), which recognizes that mass production often provides goods and materials at a lower cost compared to handmade products. As consumer preferences shift towards mass-produced items, the demand for traditional crafts tends to decline, posing significant threats to the livelihoods of artisans and the preservation of these cultural practices (UNESCO, 2023).

"Immediate interventions tend to diminish the narrative density of buildings, irreversibly erasing authenticity, integrity, and heritage values, while simultaneously giving rise to phenomena of social segregation (...). In buildings rehabilitation, it is always important to consider that the existing materials, such as stone and decorative finishes (ornamental reliefs, stucco, tiles, decorative paintings) and applied woodwork, are generally of higher quality than the materials that will be used today (often including lower durability materials like particleboards). Additionally, the craftsmanship involved in working with wood is often more intricate and sometimes executed using techniques that are no longer commonly employed or are too costly to replicate. In pursuing a "minimalist" architecture, current rehabilitation practices sometimes overlook aesthetic qualities and comfort features that are not easily reproducible."⁵²

(José Aguiar (coord.) et al., 2020, pp. 145; 154, trans. by Author)

Balancing the need for functional and structural improvements with the preservation of historical character becomes crucial in ensuring the authenticity and integrity of these valuable structures. Therefore prior to the skilled labour, there is the need for an accurate and informed project designed by a set of skilled professionals that go beyond architects and archaeologists.

"Safeguarding of the property is guaranteed by the competency of the authors of the projects (all projects must be signed by an architect and archaeologist) and by municipal appraisal (wherein a binding opinion must be received from the General Directorate of Cultural Heritage (DGPC)) (...). The quality of interventions ultimately depends on the quality of the authors of the projects and the appraisal decisions taken by the supervisory entities."

(Porto Vivo - SRU et al., 2021, p. 49)

The new approach to heritage preservation, known as "project science," emphasizes a

⁵¹As stated in Section 2.1.1 Built Cultural Heritage (Architectural Heritage), p. 5.

⁵²*"Intervenções imediatistas, tendem a reduzir a densidade narrativa das edificações, apagando irremediavelmente a autenticidade, a integridade e os valores patrimoniais, ao mesmo tempo que fazem ressurgir fenómenos de segregação social (...). Na reabilitação de edifícios é sempre importante ter em consideração que os materiais existentes, como por exemplo a pedra e os revestimentos (ornatos em relevo, estuques, azulejaria, pinturas decorativas) e as madeiras aplicadas são, em geral, de melhor qualidade do que aquelas que se irão agora aplicar de novo (muitas vezes com utilização de materiais, como os aglomerados, de duração muito mais limitada). Para além deste aspeto, o trabalho da madeira é normalmente mais detalhado e muitas vezes executado por processos hoje já não utilizados, ou de execução muito onerosa para serem replicados. A pretexto duma arquitetura 'minimalista' perdem-se, na reabilitação corrente, qualidades estéticas e de conforto que não serão facilmente repetíveis."* (José Aguiar (coord.) et al., 2020, pp. 145; 154).

"freezing approach" that stabilizes degradation processes and consolidates original materials. This approach challenges the excessive creative intervention attributed to architecture and highlights, for instance, the emergence of conservators and restorers as essential figures for their crucial role in preserving heritage. They have become indispensable colleagues to designers and supervisors in executing preservation projects (Aguiar, 2014b).

Several urgent critical issues in heritage conservation demand immediate attention. Firstly, there is a pressing need for an alternative ethical approach and improved outcomes in preservation efforts. Additionally, the lack of investment in research and education, particularly in architecture degrees where conservation theory is often neglected, poses a significant challenge. The closed-door discussions surrounding heritage legislation and the disregard for stakeholder input are deeply concerning. Moreover, it is crucial to recognize and provide adequate professional prospects for Conservators and Restorers. Lastly, the decline of specialized companies equipped with the necessary expertise and technology to handle conservation work is a worrisome trend (Aguiar, 2000).

Considering the observed shift towards urban densification and the growing focus on rehabilitation in city centres like Porto and Lisbon, it is recognised that how rehabilitation is practised can result in unfortunate outcomes. Practices such as cadastral reintegration⁵³ and façadism⁵⁴ are seen as destructive, nullifying the artistic and constructive values of the original buildings. There is a need for a proper understanding of rehabilitation respecting the values of historical buildings. The true understanding of conservation in centenary buildings has not been fully grasped yet, and this misconception is evident in the so-called rehabilitation works that are mere modern transformations of the old by assimilation (Aguiar, 2014a, 2014b).

7.4 Cultural Factors

In Porto, architectural transformations during the 20th century exhibited distinct patterns. Notably, two contrasting approaches emerged: the complete obliteration of interiors with the preservation of the original façade, exemplified by the intersection of *Fernandes Tomás* and *Bonjardim* streets (early 20th century), and the complete replacement of the façade, as seen in the transformation of *Casa Chinesa* (Chinese House) on *Sá da Bandeira* Street into a modern 'glass curtain'

⁵³ Merging of different property units.

⁵⁴ Explored in more detail in the next subsection.

Cultural Factors

structure, in 1917. Additionally, the architectural landscape witnessed the renewal of the façade of the *Banco Borges & Irmão* building (1916), situated at the corner of *Sá de Bandeira* and *31 de Janeiro* streets, which shifted from a modernist aesthetic to a heavy classical style to align with its new functions (Tenreiro, 2021). Subsequently, by the end of that century, the practice of façadism gained popularity, leading to the preservation and incorporation of original façades into new developments. Significant examples of this approach include *O Comércio do Porto* building, *Armazéns Nascimento/Galerias Paladium*, and the *Cardosas* building, which experienced a return of their original floors and new architectural features by the addition of granite cladding, which sought to evoke a palatial atmosphere within the neoclassical framework (Tenreiro, 2021).

More recently, the façade-oriented process has persisted, evident in projects like the *Via Catarina* Shopping Centre. However, despite substantial investments, this approach has struggled to reverse the commercial and demographic decline experienced in that city area. It is worth noting that the designation of cultural capital in 2001 infused a transformative and renovative spirit within the city, particularly concerning its buildings. This spirit manifested through an accelerated implementation of façadism, driven by commercial motivations and aimed at enhancing the existing urban fabric. Consequently, it resulted in incorporating and consolidating multiple building plots on a larger scale, with new constructions emerging behind the original façades (Tenreiro, 2021).

Specific instances of this phenomenon include the removal of tile coatings from buildings on *Carlos Alberto* Street, losing historically significant shops in *Corpo da Guarda*, and the eradication of the remaining ensemble of *Almadás*-style buildings on *Rua de Trindade Coelho*. These processes reflect the evolving architectural landscape of Porto and the complex interplay between preservation, commercial interests, and urban revitalization strategies (Tenreiro, 2021).

Revolving to the urban tissue, the Census data from 2001 paints a desolate picture of urban rehabilitation and architectural conservation in Portugal, revealing a staggering abandonment of the city and its historic buildings. Over ten years, Portugal lost the use of more than half of its housing stock, predating 1919⁵⁵, while also becoming one of the countries in Europe with the newest housing stock. All this, despite the significant number of vacant properties and being one of the poorest countries in the EU (Aguar, 2014b).

⁵⁵ This passage is based on a 2014 text. The latest Census data (2021) no longer considers buildings predating 1919, instead considers only those constructed before 1945. Source: *INE: Buildings (No.) by Locality (Census) and Time period of construction; Decennial - Statistics Portugal, Population and housing census - 2021*. In: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_indicadores&indOcorrCod=0011786&contexto=bd&selTab=tab2&xlang=en

Another trend in the field is the focus on architectural authorship and the tendency for architects to prioritize their vision/interpretation over the existing structures and past fellow architects:

"In an era of great media focus on architectural authorship, where often the work of the author supersedes or nullifies the pre-existence, it is important to recall the words of Álvaro Siza, advocating for a principle of "absolute integrity"⁵⁶ and advising architects to resist the tendency to leave their "signature" on the restoration work."⁵⁷

(José Aguiar (coord.) et al., 2020, p. 160, trans. by Author)

And then, there is the prevailing minimalist aesthetics, which often results in literal "whitewashing", as stated by Arch. José Aguiar (2020, p. 145), featuring interventions that overlook the cultural significance of existing decorative programs, thus hindering future generations' interpretation of these spaces. The original architectural expressions, such as colours, textures, and different gloss levels, should be reevaluated and equally considered in contemporary interventions on historical structures (José Aguiar (coord.) et al., 2020).

7.5 Façadism & Tourism

The concept of façadism is transversal to all four previously discussed categories, surrounding elements from each of them, making it a unique category, and it is essential to understand its significance due to its immense destructive power and its potential for widespread replication, leading the way to irretrievable losses and damages. Its multifaceted nature and far-reaching consequences make it a pressing concern that must be addressed urgently and seriously.

Façadism, as we know it, is an intervention made often in historic buildings, where most or

⁵⁶ "In restoration work, there is a mandatory requirement, in my opinion, which is absolute integrity. There should be no alterations unless in special or exceptional cases." - Álvaro Siza. Conferencia para el CAH20, In: *Intervention Approaches in the 20th-Century Architectural Heritage. International Conference CAH20th*, Madrid, 2011, p. 188.

⁵⁷ "Em época de grande mediatismo autoral na Arquitetura, em que muitas vezes a obra de autor se sobrepõe ou anula a preexistência, importa recordar as palavras de Álvaro Siza, defendendo um princípio de "absoluta integridade" («No trabalho de recuperação há um requisito obrigatório que é, em minha opinião, a absoluta integridade. Não há que fazer alterações a não ser (...) em casos especiais ou excepcionais», Álvaro Siza. Conferencia para el CAH20, Em: *Intervention Approaches in the 20th-Century Architectural Heritage. International Conference CAH20th*, Madrid, 2011, p. 188) e aconselhando os arquitetos a resistir à tendência de deixar a sua "assinatura" na obra de recuperação." (José Aguiar (coord.) et al., 2020, p. 160).

all of its interiors are removed, preserving only the exterior façade in its original form (Bargery, 2005; Stevens, 2008).

In the realm of 20th and early 21st-century rehabilitation, there has been a tendency to excessively prioritize the preservation of outward appearances while overlooking the underlying typological structure and spatial logic of buildings, which are deeply rooted in specific construction cultures with their unique material and technological values. (Aguiar, 2000; José Aguiar (coord.) et al., 2020).

The historical city is increasingly viewed as a commodified product and a hub for consumption rather than a lived-in space or a network of interconnected places. In this context, and as mentioned above, housing has become a critical domain for generating funds. Consequently, numerous private initiatives have emerged involving the complete acquisition of buildings, including many historic structures, followed by their functional renovation and conversion. These transformations often focus on high-end housing or accommodation units and are typically associated with modernization efforts, incompatible with the existing interiors, hence the demolitions. These interventions tend to preserve the façade of the previous buildings to evoke the city's architectural heritage while upgrading their interiors. The changes are driven by the need to update the deteriorated materials and accommodate new uses, primarily for hotels or accommodations, which may not align with the original residential layout, thus raising criticism (J. Fernandes et al., 2023).

In the above-referenced study, the authors analysed approximately 50 properties in the *Baixa* area and concluded:

“... that only a small part of the buildings was restored or subjected to minor requalification. That is especially noticeable considering that a large part of the area is located within the National Monument Special Protection Zone (Historical Centre of Porto), classified as a World Heritage Site by ICOMOS.”

(J. Fernandes et al., 2023, p. 11)

When analysing the functional alterations of the buildings, they identified a decrease in residential spaces, which hotels and short-term rental apartments gradually replaced to accommodate the growing tourism demand. Furthermore, they observed a notable transformation in ground-floor spaces, with a change in shop ownership, followed by an emergence of bars and restaurants and the rise of tourist-oriented retail establishments (J. Fernandes et al., 2023).

"By cross-referencing the data from ongoing procedures with the registered tourist developments in Turismo de Portugal, it is inferred that the hotel supply in Porto may grow by 72.3%, reaching 267 establishments (...). Analysing only the hotel establishments, there is a projected increase of approximately 125.0% in the 5-star category and 63.8% and 57.7% in the 4-star and 3-star categories, respectively (...). The ongoing procedures are predominantly located in the city's central area, accounting for 83.8% of the total."⁵⁸

(Direção Municipal de Desenvolvimento Urbano et al., 2023, pp. 2–3, trans. by Author)

On the third video conference *Meeting of the Commission Expert Group on Cultural Heritage*, Manuel Lacerda, Member State expert representing Portugal, acknowledged that the crisis had revealed the sector's weaknesses: loss of tourism; loss of income; unemployment; a growth in uncertainty, highlighting the need for a change of mentality with global warming, sustainability and education at the centre and stressing the intrinsic value of culture for social and economic development (Manuel Lacerda (Portugal), The Commission Expert Group On Cultural Heritage, 2020).

"The pandemic contingency measures shifted the focus from "over-tourism" to tourism recovery. Porto implemented several measures to mitigate the pandemic's economic and social impact. A notable transformation is the prioritization of housing, exemplified by the "*Porto com Sentido*" program. This program establishes affordable housing through long-term lease contracts supported by the municipality.

In tourism, the city's strategy is aligned with the goals of sustainable development. Publicly accepting the impossibility of returning to the tourist dynamics reported until 2019, Rui Moreira stated that Porto's future is in sustainable tourism since "... we will no longer be able to attract the tourists who would come to the city in organized groups. And maybe that's for the best."

(J. Fernandes et al., 2023, p. 18)

In Porto, most of the 11,000+ apartments listed on *Airbnb* are concentrated in the Historic Centre, indicating a correlation between functional gentrification, increasing *touristification* and housing gentrification, leading to the decline of social practices associated with local traditional commerce, resulting in the closure of small grocery shops, snack-bars and utility shops (Costa, 2020).

In a 2021 survey to characterize the impacts of AL (short-term rental) on urban

⁵⁸ "Do cruzamento dos dados dos processos em curso com os empreendimentos turísticos registados no Turismo de Portugal, retira-se que a oferta hoteleira na cidade do Porto possa crescer 72,3%, atingindo as 267 unidades (...). Analisando apenas os estabelecimentos hoteleiros, perspectiva-se um aumento na ordem dos 125,0% da oferta nas unidades de 5 estrelas e de 63,8% e 57,7% nas de 4 estrelas e 3 estrelas, respetivamente. (...). Os processos em tramitação localizam-se maioritariamente na área central da cidade (83,8%)." (Direção Municipal de Desenvolvimento Urbano et al., 2023, pp. 2–3).

rehabilitation, F. Silva (2021) observed that out of the 132 surveyed ALs⁵⁹, approximately 90% underwent rehabilitation before operating as Short-Term Rentals. This factor indicates a significant association between the exponential increase in rehabilitation projects in Porto in recent years and their subsequent use as short-term tourist accommodations. Particularly in the historic centre, where the proportion of highly deteriorated buildings exceeded the municipal average, a substantial percentage of units were rehabilitated before being used as AL. The study also revealed a high percentage of fractions (71%) and buildings (79%) classified as being in "Poor" or "Very poor" condition, underscoring the urgent need for rehabilitation interventions. Notably, Grade 5 interventions involving substantial changes to room functions, partitioning, utilities (water, sewage, electricity, and gas), as well as surface finishes (floors, ceilings, and walls), were predominant in both typologies (fractions and buildings). Additionally, there were improvements in the structure and thermal conditions of the exterior walls (F. V. da Silva, 2021).

The escalating prevalence of Short-Term Rentals (AL) in specific areas of the city has raised concerns about their effects on the local community and the housing market. In response, the Municipality acted in 2021 by introducing a mechanism to foster the "reconciliation of interests" and support residents, AL users and owners, and all stakeholders involved in the AL economy.

⁵⁹ Of the 1521 AL records with email for communication, 137 responses were received. Among these responses, 132 were considered valid, thus representing a response rate of 9 % (F. V. da Silva, 2021)

"The AL Mediator is a figure established by the Municipality of Porto to centralise, facilitate, and reconcile the interests and needs of residents and visitors staying in AL establishments in Porto. It also aims to mediate the interests of various stakeholders, including residents, tourists, condominium management companies, condominiums and owners, local lodging management companies, and AL establishment owners, to promote well-being and harmonious coexistence among all parties involved.

In addition to receiving and centralizing complaints, reports, and requests related to AL, the Mediator will collaborate with sector partners to promote the reconciliation of interests and develop awareness-raising actions and strategies regarding the importance of this sector for the city of Porto."⁶⁰

(CMP, 2022, trans. by Author)

Acknowledging the strain and challenges associated with this phenomenon, the Municipality also responded by conducting a comprehensive study aimed at developing models and metrics for accurately characterizing the pressure exerted by ALs:

"• The evidence indicates a widespread exacerbation of the pressure from Short-Term Rentals (ALs) on housing compared to what was observed on December 31, 2020.

• The geographical distribution of the phenomenon remains consistent, with the downtown area of the city experiencing the highest level of pressure.

• The parish with the highest pressure, Vitória, demonstrates a potential pressure of approximately 60% and an effective pressure of around 52%."⁶¹

(A. Castro & Santos, 2023, p. 20, trans. by Author)

The *Municipal Regulation for the Sustainable Growth of Local Lodging in Porto*⁶² is the model response to the issues raised in the study and "... serves as an added benefit for local economic development and contributes to establishing Porto as a sustainable municipality" (Sousa, 2023, p. 4,

⁶⁰ "O Mediador do Alojamento Local é uma figura criada pelo Município do Porto com o objetivo de centralizar, facilitar e conciliar os interesses e necessidades dos residentes e dos visitantes da cidade do Porto que ficam alojados em estabelecimentos de Alojamento Local (AL). Pretende também mediar os interesses dos envolventes (residentes, turistas, empresas de gestão de condomínios, condomínios e condóminos, empresas de gestão de alojamento local, proprietários de estabelecimentos de alojamento local, entre outros), promovendo o bem-estar e a boa convivência entre todos. Para além de receber e centralizar queixas, exposições e solicitações relacionadas com o AL, o Mediador contará ainda com a colaboração de todos os parceiros do setor, para promover a conciliação dos interesses de todas as partes e desenvolver ações e estratégias de sensibilização e informação relacionadas com a importância deste setor para a cidade do Porto." (CMP, 2022)

⁶¹ "• A evidência aponta para um agravamento generalizado da pressão do AL sobre a habitação, face ao observado a 31-12-2020.

• A distribuição geográfica do fenómeno persiste, com a baixa da cidade a registar a maior pressão.

• A freguesia com maior pressão – Vitória – apresenta uma pressão potencial de cerca de 60% e uma pressão efetiva de cerca de 52%." (A. Castro & Santos, 2023, p. 20).

⁶² *Regulamento Municipal para o Crescimento Sustentável do Alojamento Local do Porto.*,

trans. by Author).

"The foundation of the creation of this Regulation is based on preserving the social reality of the parishes and/or parish unions. In this regard, it proposes carefully analysing the desired balance between the number of AL establishments and the proportion of properties available for permanent housing or long-term rental."⁶³

(Sousa, 2023, p. 3, trans. by Author)

At the onset of the new millennium, there has been a resurgence of the prevailing trend leading to the loss of architectural heritage in Porto. This loss extends beyond the external façades of buildings and encompasses the gradual disappearance of intricate interior elements integral to the city's architectural legacy. Notably, the loss encompasses stucco decorations, ornate ceilings, fine woodwork, and tile coatings. The uniformity imposed on the aesthetics of streets, achieved through the alignment of floors, balconies, and fenestration, has further contributed to the erasure of distinctive architectural features that once characterized Porto's built environment. (Tenreiro, 2021).

To summarize this chapter, it is essential to acknowledge the extensive work of José Alberto Rio Fernandes, Pedro Chamusca, Jorge Pinto, José Tenreiro and Pedro Figueiredo have done in their book titled *"A Baixa do Porto - Arquitetura e Geografia Urbana (2010-2020)"* (2021), and taking on the final considerations presented in their the paper *"Urban Rehabilitation and Tourism: Lessons from Porto (2010–202)"* (2023), which emphasizes the steps to undertake a proactive urban management approach that aligns with sustainable development goals. They emphasise the need for a significant shift in focus from prioritizing tourism and economic growth to placing people at the core of urban development. The policy goals must be centred around sustainability, social justice, and spatial justice. Additionally, ecological and digital transitions are considered integral pathways to address social and economic challenges in an integrated manner (J. Fernandes et al., 2023).

⁶³ *"A base da criação do presente Regulamento assenta, assim, nas premissas de preservação da realidade social das freguesias e/ou união de freguesias, propondo, nesse sentido, uma análise cuidada ao equilíbrio desejado entre o número de estabelecimentos de Alojamento Local, tendo em conta a proporção de imóveis disponíveis para habitação permanente ou para arrendamento de longa duração."* (Sousa, 2023, p. 3).

8 Conclusion and Recommendations

The analysis of the main Charters and Principles, alongside European directives on Cultural Heritage, has revealed a significant convergence of visions and principles in heritage preservation. These frameworks recognize heritage's vital role in shaping collective identity, whether on a global scale or within the context of local communities, and centenary buildings' rich history and architectural significance serve as powerful symbols of belonging and collective memory. They are and must always be cherished for their physical presence and the stories, traditions, and cultural values they embody.

In heritage preservation versus rehabilitation, addressing the intricate dynamics of economic pressures, notably arising from tourism and real-estate investments, is still controversial. Many documents emphasize the potential for gentrification and its impact on cultural identity. As rapid development and overpopulation shape these spaces, numerous concerns emerge in the literature regarding safeguarding our irreplaceable cultural heritage.

Portuguese legislation has increasingly recognised the importance of preserving and safeguarding unlisted or unclassified buildings. Whether due to the rapid loss of exemplary buildings or solely for the significance they embody, the undeniable truth is that the (not-so-distant) absence of appreciation is now changing into a more comprehensive understanding of the cultural value, with it the possibility for economic and commercial validity. Recent policies reflect a growing awareness of the need to protect these valuable assets and prevent their loss or irreversible transformations.

As for local policies, although keener to political scrutiny and much more dependable in financial decision-making, positive steps are being taken in the path of preservation. Apart from the political (and sometimes confrontational or vulgar) discourse, there is a growing awareness of the irreversible consequences of past actions. This recognition has led to a shift in future planning strategies, with an increased focus on heritage and the community.

Nonetheless, the coordination and collaboration between stakeholders involved in decision-making and applying rehabilitation regulations must be improved, as it will help to streamline the process and enhance the effectiveness of preservation efforts. However, still, there

are obstacles to overcome. The fight against façadism must start at the top, with regulations and legislation focused on the building as a whole and acting in symbiosis with the environment, as emphasized in Sections 3 (Fundamental Charters) and 4 (European Guidelines on Built Heritage)⁶⁴. The analysis of national and international legislation and recommendations has underscored the need to recognize the holistic value of the entire building, as the interiors are often overlooked in comparison. This shift in mindset is vital, especially among property owners, to prioritize preserving the building's intrinsic values.

Another pivotal change must come before the project phase, in the assessment or diagnosis phase, with conservators-restorers bringing their knowledge of traditional techniques, materials, styles and science-based conservation procedures. Their presence is indispensable, and they must come together to form a cohesive team alongside engineers, other than just the archaeologists and architects mentioned in section 7.3 (p. 68). This multidisciplinary approach ensures that the preservation efforts encompass all aspects of the building's heritage assets, allowing for a more holistic, comprehensive, and informed conservation strategy. Only through this united front and the crucial contribution of communities can we truly preserve the essence and authenticity of these centenary buildings, safeguarding their intrinsic values. Furthermore, the multifaceted heritage values genuinely manifest themselves only through the convergence of expertise from these various knowledge domains. In the relentless pursuit of modern transformations and cost-effectiveness, historic assets, especially the interiors of centenary buildings, are being subjected to destruction and alteration with cheaper and less durable materials. This prevalent trend raises concerns about the wasteful expenditure of invaluable resources and the loss of profound cultural heritage. Beyond their high monetary value lies an underappreciated treasure of priceless historical assets. These historic structures carry a rich, complex web of storytelling, traditions, and a unique sense of identity that significantly shapes our collective memory. Neglecting the preservation of these intrinsic values in favour of superficial modernization risks diluting our cultural heritage and severing our connection to the roots of our history.

On the Preventive Conservation side, incorporating digitalization tools and AI that capture from the smallest detail to the broader context, enabling comprehensive analysis and informed decision-making throughout the rehabilitation process, alongside the diagnosis equipment, is

⁶⁴ Additionally, during the Roundtable "*Do Porto e do Mundo. Sabores, Vivências e Experiências!*" ("From Porto and the World. Flavours Lifestyles, and Experiences!") organized as part of the HAC4CG project, the importance of legislation in safeguarding built heritage was strongly emphasized. The results of this discussion will soon be made available with the publication of a book in Open Access.

another mandatory measure given the developments in the field. Following major European guidelines, digitalising our cultural heritage is crucial and should be considered among the initial steps during the centenary building rehabilitation assessment phase. This practice serves as a testament to the original state of both the building's interiors and exteriors, offering a valuable record of their historical characteristics before any intervention (or damage) occurs. Nonetheless, there is also the need to follow those implementations with an investment in applicable Preventive Conservation measures. Again, the regulations and legislation, as are the funding and community involvement, are crucial, all in direct dialogue with the owners (public or private).

There needs to be a paradigm shift among major stakeholders, particularly the state represented by local municipalities. This transformation advocates for a change in attitude, transitioning from a short-sighted, profit-oriented approach to a more far-sighted, sustainable perspective.

The focus should be on creating an urban environment that remains appealing and vibrant for the coming decades. Additionally, when the allure diminishes, existing properties reverting to the hands of the public should be more than superficially constructed structures, but instead, characterized by robustness and longevity.

Without acknowledging that Conservation plays a pivotal role in rehabilitation projects, encompassing culture, economy, society, and the environment, endeavours to preserve and sustain our architectural heritage will continue to be fragmented and undervalued.

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Conclusion and Recommendations

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Annexes

Annex I EU research projects on cultural heritage that generated innovative solutions

It features the results (at the time) of 11 financed projects :

1. COORDINATINGforLIFE - Success and failure of Western European societies in coping with rural hazards and disasters, 1300-1800
2. Fragsus - Fragility and sustainability in restricted island environments: adaptation, cultural change and collapse in prehistory
3. HERACLES - HEritage Resilience Against CLimate Events on Site
4. HERITAGE PLUS - ERA-NET Plus on Cultural Heritage and Global Change Research
5. STORM - Safeguarding Cultural Heritage through Technical and Organisational Resources Management
6. SmARTS - Smart technology for analysis and monitoring of Cultural Heritage materials
7. TRANS-SAHARA: State Formation, Migration and Trade in the Central Sahara (1000 BC - AD 1500)
8. TITANIUM - Software Components for Robust Geometry Processing
9. REGOTHICVAULTDESIGN - Design Principles in Late-Gothic Vault Construction - A New Approach Based on Surveys, Reverse Geometric Engineering, and a Reinterpretation of the Sources
10. REGothicVaultElements - Late Gothic vaults and their complex stone members: Recovering historical design procedures, implementing knowledge in restoration practice
11. TOMOSLATE - New uses for X-ray Tomography in natural building stones: characterization, pathologies, and restoration of historical and recent roofing slates
12. IPERION CH - Integrated Platform for the European Research Infrastructure on Cultural Heritage.

Annex II European Cultural Heritage Green Paper (Selection of applicable recommendations)

In **“Increasing the EU’s climate ambition for 2030 and 2050”** (section 2.1.1), it is recommended to:

- “Improve and expand modelling of the projected impacts of global warming of 1.5 v 2°C on cultural resources and utilise the results to stress urgency and guide green transition decision-making.”

(Potts, 2021a, p. 8)

On **“Supplying clean, affordable, and secure energy”** (section 2.1.2), the key recommendations for policymakers are to:

“Create a new EU-level platform to stimulate a constructive dialogue between environmental and heritage conservation stakeholders and the renewables industry, as well as more advanced and coordinated research on how to measure and mitigate the impacts of renewable energy infrastructure on communities and landscapes.

Increase the funding and capacity of heritage authorities and organisations to proactively and timely participate, from the outset, in the decision-making process on the design and siting of energy infrastructure and to review related applications.

Reflect cultural dimensions of realising clean, affordable and secure energy for Europe in new Member State National Energy and Climate Plans (NECPs) to be developed in 2023 and 2024”

(Potts, 2021a, p. 13)

As for CH stakeholders/operators, the recommendations are to:

“Work to improve understanding of the cultural dimensions of energy efficiency and support the operationalisation of the EU’s ‘energy-efficiency-first’ principle to reduce the need for new energy production and infrastructure capacity.

Use cultural heritage as a driver to fully engage citizens in the decarbonisation challenge as convinced actors in this transition.

Support traditional, community-scale sources of renewable energy production (e.g., geothermal and hydroelectric) by prioritising identification, documentation, conservation, and dissemination of traditional and local energy production knowledge and know-how.”

(Potts, 2021a, p. 13)

In **"Mobilising industry for a clean and circular economy"** (Section 2.1.3), the key recommendations for policymakers are to:

"Include European craft and creative industries, products, and services in the new Eco-design framework as part of the Circular Economy Action Plan's Sustainable Products Initiative.

Measure and value the embodied carbon conserved and the GHGs (Greenhouse Gases) avoided through the use and adaptive reuse of existing buildings while also recognising the co-benefits associated with safeguarding heritage values in the built environment.

Launch a new 'EU Culture and Heritage Sector Ecolabel' as part of the EU Ecodesign framework to capture the potential of arts, culture and heritage venues and sites, whose products and services touch millions.

Include in European policies integrated nature-culture approaches that highlight linkages between the ecological and social functions of landscapes in ways that promote lifestyles in harmony with nature and decouple waste generation from economic growth."

(Potts, 2021, p. 20)

And for the CH sector:

"Promote an ethic of stewardship and reuse as an element of green transition and emphasise European cultural values and practices that address the satisfaction of human needs in ways de-coupled from GHG-intensive consumption in heritage practice, including documentation and interpretation.

Help design a new EU Culture and Heritage Sector Ecolabel as part of the EU Ecodesign framework, including cultural institutions, tourism destinations, and festivals, fairs, tours, and events.

Strengthen eco-design capacity among heritage professionals, including by updating academic curricula."

(Potts, 2021, p. 20)

On the **“Building and renovating in an energy and resource-efficient way”** (section 2.1.4), the recommendations for both are to:

“Utilise new guidance on the Energy Efficiency First principle to help public authorities address renovation of public and privately-owned social infrastructure, like cultural institutions and schools, to address energy performance standards while safeguarding cultural values.

Integrate revisions of the Energy Performance of Buildings Directive new approaches to energy performance standards that include the historic built environment, and allow alternate pathways to compliance based on smart, ‘whole house’ planning and performance assessment, adapted to the needs and values of historic buildings and traditional building systems.

Match any extension of building performance standards to heritage buildings with commensurate public incentives. The InvestEU Social Investment and Skills Window and the Sustainable Infrastructure Window should support the design of financial schemes tailored to the owners and occupants of historic buildings, while the newly established European Initiative for Building Renovation should support financing for owners of heritage buildings.

Increase funding of heritage agencies to support energy efficiency efforts across Europe’s historic built environment.

Link heritage trades, skills, and education to the demands of the Renovation Wave, including through enhanced Vocational Education and Training (VET) and Continuous Vocational Education and Training (C-VET). Utilise the Skills Agenda and Pact for Skills to bring together relevant construction and heritage stakeholders to help achieve these objectives.

Feature the adaptive reuse of historic buildings for affordable housing in the Affordable Housing Initiative for 100 lighthouse projects.

Embrace the heritage and Baukultur sectors in the expanded High-Level Forum on construction.

Duly integrate the full breadth of culture - from arts to heritage - in all the multidimensionality elements of the New European Bauhaus⁶⁵ (NEB) and include cultural heritage representatives in the advisory board of external experts who will co-steer the initiative.”

(Potts, 2021, p. 31)

On the **“Accelerating the shift to sustainable and smart mobility”** (Section 2.1.5), the recommendations for policymakers are to:

“Foster the cultural dimension of commuting platforms and services by partnering with the culture sector to enhance the digital and bricks-and-mortar experience in public mobility services through cultural and heritage-related content and information sharing in order to boost transit use.

⁶⁵ See section 4.7 Horizon Europe-New European Bauhaus Nexus Report, p. 39.

Reduce congestion and pollution, especially in urban areas, by including strategies in sustainable urban mobility plans designed to safeguard the dense, walkable, mixed-use features of historic districts and promote such traditional settlement patterns in land use planning and peri-urban development.

Work with culture and tourism stakeholders to emphasise sustainable tourism approaches that allow cultural destinations to generate positive economic and social benefits for local communities while reducing tourism's carbon footprint."

(Potts, 2021, p. 37)

As for the Heritage Operators, they should:

"Work with transportation planners to include in the design of sustainable mobility solutions measures to facilitate equitable access for all to a diversity of cultural activities, notably festivals, fairs, natural and cultural heritage sites and practices, while securing the right to move for all citizens.

Reduce the GHGs emissions from cultural tourism and its contributing services, including by promoting lower-carbon itineraries, slow travel, alternative storytelling and other strategies.

Invest in digital services and infrastructures as well as in training and capacity-building for digital skills in the cultural heritage sector to promote the digitalisation of art and cultural heritage to reduce GHG emissions.

Utilise cultural heritage destinations to showcase mitigation strategies, educate visitors about climate change, and support behavioural changes towards greener practices."

(Potts, 2021, p. 37)

Section 2.2, "**Mainstreaming sustainability in all EU policies**", in "**Pursuing green finance and investment and ensuring a just transition**" (section 2.2.1), the key recommendations for policymakers are to:

"Mobilise public finance for culture-based green strategies through pilot projects and initiatives that address the cultural dimensions of ecological transition and build on the craft and other endogenous capacities of local communities and regions.

As part of its delegated tasks under the new EU Taxonomy Regulation, the European Commission should elaborate upon the role of cultural heritage in contributing to environmentally sustainable activities, including cultural ecosystem services and circular economy, and on how harm to these objectives can arise through economic activities, include those that undermine cultural human rights.

Include creative capital, culture, and heritage in the administration of the Just Transition Mechanism and in territorial just transition plans."

(Potts, 2021, p. 51)

As for cultural heritage operators, they recommend to:

“Work with the financial sector to incorporate the benefits of heritage conservation (including historic building reuse) into labels for sustainable financial products, such as green mortgages, green loans and green bonds and into whole life-cycle carbon assessments linked to financing for circular solutions.

Support community-based prioritisation and documentation of the effects of structural changes, for example by taking account of impacts on losses of traditional livelihoods and other elements of cultural significance.

Elaborate how the aims and methodologies set out in the Council of Europe’s 2005 Faro Framework Convention on the Value of Cultural Heritage for Society can support a just ecological transition.

Incorporate craft heritage and traditional livelihoods in contemporary re-skilling and economic diversification for job creation and enhanced economic, environmental, and social resilience.”

(Potts, 2021, p. 51)

For “**Greening national budgets and sending the right price signals**” (Section 2.2.2), the one key recommendation for both policymakers and heritage stakeholders is to:

- “Include heritage considerations in national level, Green Deal-based tax reforms, for example, by expanding tax incentive schemes aimed at owners of historic buildings” (Potts, 2021a, p. 52).

For “**Mobilising research and fostering innovation**” (Section 2.2.3), the key recommendations for both players are to:

“Support research, development, and entrepreneurship on the scalability of craft and heritage knowledge as contemporary climate technology through the Horizon Europe programme.

Recognise craft, Baukultur, and cultural heritage initiatives as circular innovations within the European Regional Development Fund, particularly through smart specialisations.

Duly include cultural heritage, traditional knowledge, and craft strategies in the four ‘Green Deal Missions’ in order to help deliver large-scale changes in areas such as adaptation to climate change, oceans, cities, and soil.

Grant cultural heritage entrepreneurship a crucial role within the ‘knowledge triangle’ (business, education and research) of the European Institute of Innovation & Technology (EIT)’s new Culture and Creative Industries (CCI) Knowledge and Innovation Community (KIC), while also developing transversal relations between the CCI and the EIT Climate-KIC.”

(Potts, 2021, p. 54)

On “**Activating education and training**” (Section 2.2.4), the recommendations, again for both players, are to:

“Enhance training on the cultural dimensions of climate change and climate action for those working in the environmental and climate fields.

Maximise engagement by creative industries and cultural heritage with transformative climate action by developing new curricula and dimensions in the education and training of those working in and with these fields.

Dramatically increase messaging on climate change matters by cultural institutions, culture and heritage boards and agencies, craft chambers, and cultural heritage organizations, sites, and constituencies. Incorporate attention to both climate adaptation and GHG reduction into programs, tours, exhibitions, cultural routes, and other projects.

Leverage the signalling power of Europe's World Heritage, the European Heritage Label, the European Heritage Awards/Europa Nostra Awards, the 7 Most Endangered Programme and other iconic heritage sites, to enhance public understanding of the threat and challenge of climate change, emphasise the importance of urgent action, and build social cohesion and resilience”.

(Potts, 2021, p. 57)

In section 3, “**The EU as global leader (and listener!)**”, the key recommendations for policymakers are to:

“Expand the EU's external action to include culture and heritage-based strategies for implementing the Paris Agreement, achieving the aims of the European Green Deal, and localising the SDGs, building on the Global Strategy for the European Union's Foreign and Security Policy, the European Commission's 2018 European Agenda for Culture and the Council's Work Plan for Culture 2019-2022.

Fully recognise the role of cultural heritage in climate-resilient development pathways, embedded within the 'People, Planet, Prosperity, Peace, Partnerships' framing of the European Consensus on Development.

Train the cultural focal points in EU Delegations on the cultural dimension of climate action and the dissemination of best practices regarding cultural heritage and climate change”.

(Potts, 2021, p. 61)

Whereas for cultural heritage operators, the recommendations are to:

“Prioritise incorporation of culture and heritage into the EU’s work to address the intersections of climate change, conflict, food insecurity as well as displacement and migration, and to support cultural rights-based approaches and a just transition globally.

Engage the European Commission, the High Representative, and their services, including the European External Action Service, in drawing up a comprehensive step-by-step approach to international cultural relations, including cross-cutting European Green Deal diplomacy and broader strategic communications with respect to the Paris Agreement and the 2030 Agenda.

Utilise the New European Bauhaus Second Wave as an opportunity to network Europe’s rich cultural heritage, vibrant culture, and creative industries as well as the strong craft and SME (small and medium enterprises) sector with peers around the world in support of implementing the European Green Deal objectives.”

(Potts, 2021, p. 61)

Annex III EU Work Plan for Culture 2023-26

ANNEX I, on the "Priority areas" (chapter II), targets:

"a) Artists and cultural professionals: empowering the cultural and creative sectors"

(Council of the European Union, 2022, p. 3)

Here the document highlights the essential role of individuals in shaping the cultural and creative ecosystem through their artistic endeavours and cultural contributions. Artists, along with other cultural and creative professionals, institutions, and organizations, form the backbone of this ecosystem. However, the cultural and creative sectors face distinctive characteristics, including self-employment, the prevalence of small and micro-enterprises, intense competition, and fragmented markets. The nature of artists' careers is often project-based, marked by mobility and the need to adapt to an irregular and unpredictable income. To make ends meet, many artists engage in multiple jobs simultaneously.

This section is followed by the "Actions" section (VI), corresponding to

"a) Artists and cultural professionals: empowering the cultural and creative sectors",

on the:

- "Status and working conditions of artists and cultural and creative professionals".

Target outputs: A digital platform for continuous information sharing and best practice exchange among stakeholders to improve working conditions for artists and creative professionals. It will also evaluate progress and provide specific recommendations on the Status of the Artist.

- "Artistic freedom".

Target outputs: To promote positive change by exchanging ideas and best practices, engaging in discussions from diverse perspectives, and fostering policy development.

- "Stimulate the digital transformation of the cultural and creative sectors".

Target outputs: Sharing and learning from the experiences of different individuals or organizations to identify successful approaches or strategies that can be applied to the cultural and creative sectors (CCS) and their "sustainable digital transformation".

- "Stimulate the green transition of the cultural and creative sectors, specifically focusing on the energy crisis".

“Target outputs: Exchanging experiences and identifying transferable best practices in the CCS (especially in performing arts, music, museums, film production), including on CO2 calculators; supporting CCS efforts to adapt to the green transition”.

- “Enhancing the cultural and creative dimension in the European video games sector”

Target outputs: Recommends supporting the European cultural and creative dimensions of the video games sector and reinforce the collaboration between its stakeholders (Council of the European Union, 2022, pp. 5–6).

Revolving to the “Priority areas” (chapter II):

b) **“Culture for the people: enhancing cultural participation and the role of culture in society”** states that culture promotes social and territorial cohesion, fostering respect for cultural and linguistic diversity and providing a platform for open dialogue within civil societies. Cultural engagement is an essential element that contributes to our health, happiness, and the strength of our communities (2022, p. 3).

Its correspondent in section IV, “Actions”, states:

- “Culture and promoting democracy: towards cultural citizenship in Europe”

“Target outputs: Sharing experience and selection of examples of best practice”.

- “Culture and health”

Target outputs: Enhancing awareness of culture's positive impact, promoting cross-sector collaboration among policymakers, and recommending participatory cultural practices focusing on mental well-being while evaluating successful initiatives.

- “Discoverability of diverse European cultural content in the digital environment”

Target outputs: Providing recommendations and evaluating innovative projects, tools, and challenges related to content accessibility, focusing on “less-explored and less-regulated” sectors such as music and books. It includes addressing accessibility issues for individuals with disabilities or lower income levels (2022, pp. 6–8)

Priority area c) **“Culture for the planet: unleashing the power of culture”** states that the cultural and creative ecosystems in Europe (and beyond) face threats from natural and human factors, particularly climate change. Therefore, preparing cultural heritage and the cultural and creative sectors for future challenges and building resilience against climate change is crucial. The European Union is also committed to combatting the illicit trafficking of cultural goods.

It is also stated that culture, including cultural heritage, drives the sustainability transformation needed for the European Green Deal and the 2030 Agenda. Digital technologies play a significant role in this context, necessitating innovation, digital transformation, and enhanced accessibility of culture and cultural heritage. The EIT KIC⁶⁶ Culture and Creativity⁶⁷ will be key in advancing these areas and taking a balanced approach to the built environment with wide-scale promotion of the New European Bauhaus initiative raising awareness about the importance of quality architecture and the built environment.

Furthermore, they address research and cultural statistics, stating that they “should be improved in order to be able to better monitor the performance of the CCS and develop efficient evidence-based policies to support them” (Council of the European Union, 2022, p. 4). Moreover, Eurostat must foster cooperation and collaboration with other international and independent organizations focused on research and statistics in the cultural and creative sectors (CCS).

Its correspondent in section IV, “Actions”, states:

- “Cultural statistics – to build resilience in and through culture”

Target outputs: Promoting best practices and harmonizing statistics across the EU to address gender equality, labour dynamics, economic support, and cultural participation, including relevant demographic factors.

- “Cultural governance”

“Target outputs: Development of a new model of cultural governance proposing future-oriented approaches to holistically address current challenges.”

- “Climate action through culture, including the arts and cultural heritage”

Target outputs: Promoting innovative artistic and cultural approaches, funded by the EU, to address and transform behaviour in response to the climate crisis.

- “High-quality living environment for everyone”

⁶⁶ European Institute of Innovation and Technology (EIT): *Knowledge and Innovation Community (KIC)*.

⁶⁷ As stated in the Mission and Vision: “Joining the EIT Community in June 2022, EIT Culture & Creativity will start to become operational in the coming year [2023]. Once operational EIT Culture & Creativity will house a sustainable ecosystem for European Cultural and Creative Sectors and Industries (CCSI), connecting and collaborating world-class partners, accelerating ecosystem-centred innovations and businesses, reaching hearts and minds of global audiences with experiences, products and services to shape resilient futures” (EIT, 2023).

Target outputs: Sharing best practices among EDAP⁶⁸ members, reviewing existing frameworks and initiatives, and promoting high-quality standards in policies and programs. Including NEB⁶⁹-related actions.

- “Safeguarding heritage against natural and human-made disasters”

Target outputs: Enhancing stakeholder capacity and compiling European-level resources for effective risk and emergency preparedness measures in Member States.

- “Exchanging information between cultural heritage professionals and competent authorities for cultural goods on the fight against trafficking cultural goods”

Target outputs: Evaluating and improving cooperation, understanding working methods, identifying risks, and developing recommendations for enhancements (2022, pp. 8–9).

Revolving to ANNEX I, on the “Priority areas” (chapter II), it also targets:

d) **“Culture for co-creative partnerships: strengthening the cultural dimension of EU external relations”**, which states that Europe's cultural richness, freedom, and the EU's bottom-up approach offer strong assets for sustainable partnerships in international relations. Cultural cooperation activities should be expanded in number, visibility, and outreach to maximise their potential. The conflict between Russia and Ukraine is an example of the misuse of culture for military aggression⁷⁰; it emphasizes the need for cultural co-creation to promote European values and counter authoritarian systems. Looking ahead, it aims for an increased cultural ambition, intellectual dialogue, and integration of culture into EU external action, considering those to be crucial for addressing global sustainability challenges and strengthening cultural engagement in EU external relations (2022, p. 4).

Its correspondent in section IV, “Actions”, calls for:

- “Governance of the EU strategic approach to international cultural relations and framework”

Target outputs: A cross-cutting and inclusive methodology is proposed for a strengthened

⁶⁸ European Directors for Architectural Policies.

⁶⁹ View section 4.7 Horizon Europe-New European Bauhaus Nexus Report, p. 39.

⁷⁰ “The Russian war against Ukraine has destroyed and damaged Ukrainian cultural heritage and cultural institutions, and placed them under considerable threat of further destruction and damage, as well as making them prey to trafficking” (Council of the European Union, 2022).

and long-term cultural cooperation process in international relations, involving all relevant stakeholders.

- “Preserving cultural heritage and empowering local CCS in Ukraine”

Target outputs: Assessing possible joint measures, synergies and best practices for the preservation, protection and reconstruction of Ukrainian cultural heritage and cultural institutions and for supporting Ukrainian cultural and creative actors.

- “The role of culture and cultural professionals in the promotion and defence of democracy and human rights in fragile contexts”

“Target outputs: Comprehensive overview of situations, needs, etc. of cultural human rights defenders” (Council of the European Union, 2022, pp. 9–10).

Annex IV Decree-Law No. 307/2009 (consolidated version in July 2023)

"(...)

Part I

Article 2, **Definitions**

(...)

b) 'Urban rehabilitation area' is the territorially delimited area that, due to the insufficiency, degradation, or obsolescence of buildings, infrastructure, collective use facilities, and collective urban and green spaces, particularly regarding their conditions of use, stability, safety, aesthetics, or healthiness, justifies an integrated intervention through an approved urban rehabilitation operation in a specific instrument or in an urban rehabilitation detailed plan.

(...)

h) 'Urban rehabilitation operation' refers to the coordinated set of interventions aimed at integrated urban rehabilitation of a specific area.

i) "Building rehabilitation" refers to the form of intervention aimed at providing adequate performance and functional, structural, and constructive safety characteristics to one or more buildings, as well as functionally adjacent constructions incorporated in their grounds, and eventually to the fractions integrated into that building, or granting them new functional capabilities determined by the pursued urban rehabilitation options, in order to enable new uses or the same use with higher performance standards, which may include one or more urban operations.

j) 'Urban rehabilitation' refers to the integrated intervention on the existing urban fabric, in which the urban and real estate heritage is preserved, either wholly or substantially, and modernized through remodelling or improvement works on urban infrastructure systems, facilities, urban or green spaces for collective use, and construction, reconstruction, expansion, alteration, conservation, or demolition of buildings.

k) 'Intervention unit' is the geographically delimited area subject to a specific urban rehabilitation intervention within a systematic urban rehabilitation operation approved through appropriate instruments, identifying all the properties covered. It may correspond to the entirety or a part of the area covered by that operation or, in cases of particular public interest, to a building.

(...)

Part III

Special Regime for Urban Rehabilitation

Article 77-A, **Scope**

1 - The regime established in this part applies to urban rehabilitation operations that meet the requirements set out in the following paragraph and involve buildings or fractions, whether located in urban rehabilitation areas or not:

a) Whose legally existing construction was completed at least 30 years ago; and

b) Where, due to their insufficiency, degradation, or obsolescence, particularly regarding their conditions of use, solidity, safety, aesthetics, or healthiness, a rehabilitation intervention is justified to provide adequate performance and functional, structural, and constructional safety characteristics.

2 - Urban rehabilitation operations covered by this part must cumulatively:

a) Preserve the main façades of the building with all their non-disharmonious elements, allowing for new openings or modifications to existing openings at the ground floor level, as provided for in legal and regulatory norms and applicable territorial management instruments;

b) Maintain the architectural and structural elements of heritage value of the building, including vaults, arcades, and metal or wooden structures;

c) Maintain the number of above-ground and underground floors and the configuration of the roof, allowing for the use of the roof space as a usable area, with the possibility of openings for communication with the exterior, as provided for in legal and regulatory norms and applicable territorial management instruments; and

d) Not reduce the structural resistance of the building, particularly in seismic terms, and comply with construction options suitable for the structural and seismic safety of the building.

(...)

4 - The regime established in this part applies to urban operations carried out in immovable properties located in protection areas that are not individually classified or under classification process, except when involving new openings in the façade or roof."

(Decreto-Lei n.º 307/2009, de 23 de Outubro, 2009, trans. by Author)

Annex V Decree-Law No. 95/2019

Chapter I

General Provisions

(...)

Article 3, Definitions

For the purposes of this decree-law, the following shall be understood as:

a) "Rehabilitation operations" as rehabilitation interventions carried out on buildings or autonomous fractions, consisting of the following urban operations, as defined in the Legal Framework for Urbanization and Building, approved by Decree-Law n.º 555/99, of 16th December, in its current wording:

i) Alteration works;

ii) Reconstruction or expansion works, to the extent that they are conditioned by pre-existing circumstances that prevent compliance with the applicable technical legislation;

b) "Wholly or predominantly intended for residential use" refers to buildings or autonomous fractions in which at least 50% of their area is intended for housing and complementary uses, including parking, storage, or social uses.

Chapter II

Fundamental Principles of Building and Autonomous Fraction Rehabilitation

Article 4, Principle of Protection and Valorisation of the Existing

1 - Actions on existing buildings should always incorporate the concern for proper preservation and valorisation of pre-existing elements, as well as their combination with performance improvement, which should always guide any rehabilitation intervention.

2 - The protection and valorisation of existing constructions are based on the recognition of their values:

a) Artistic or aesthetic;

b) Scientific or technological; and

c) Sociocultural.

3 - The values referred to in this article are particularly evident in the current built environment through its architectural, constructional, and spatial characteristics, which reflect its uniqueness and overall expression, constructive and functional coherence, adaptation to ways of life, as well as its recognition by the community.

(Decreto-Lei n.º 95/2019, 2019, trans. by Author)

Decree-Law No. 136/2014

Proceeds to the thirteenth amendment to Decree-Law No. 555/99, dated 16th December:

“Chapter I

Article 2, Definitions

(...)

c) "Reconstruction works" refer to the construction works carried out after the total or partial demolition of an existing building, resulting in the reconstitution of the façade structure.

d) "Alteration works" refer to the works that modify the physical characteristics of an existing building or its fraction, including the structural elements, the number of housing units or interior divisions, or the nature and colour of the exterior cladding materials, without increasing the total construction area, footprint area, or façade height.

e) "Expansion (extension) works" refer to the works that result in the increase of the footprint area, total construction area, façade height, or volume of an existing building.

f) "Conservation works," the works intended to maintain a building in the conditions existing at the time of its construction, reconstruction, expansion, or alteration, including restoration, repair, or cleaning works.

g) "Demolition works," the works of total or partial destruction of an existing building.”

(Decreto-Lei n.º 136/2014, 2014, trans. by Author)

Annex VI Municipal Master Plan - Porto, 2021

Notice No. 12773/2021, dated July 8th (*Aviso n.º 12773/2021, de 8 de Julho*)

Publication: *Diário da República* No. 131/2021, Series II of July 8th, pages 297 - 397

Issuer: Municipality of Porto

Part: H - Local authorities

Publication Date: 2021-07-08

SUMMARY: 2nd revision of the Municipal Master Plan of Porto

Subject: Resolution on the final proposal of the 2nd revision of the Municipal Master Plan of Porto. NUD/251130/2021/CMP.

Resolution: Approved, by the majority of the Municipal Assembly of Porto, with 21 votes in favour, 17 votes against, and 8 abstentions.

TITLE I

General Provisions

Article 1, **Scope and Objectives**

(...)

2 - The Municipal Master Plan (PDMP) aims to achieve the following objectives:

a) Enhance the quality of life and well-being of the population by strengthening residential attractiveness and creating conditions for the demographic recovery of the city of Porto.

b) Preserve the cultural, urban, and architectural identity of Porto, improving its urban fabric and valuing its material and symbolic resources.

c) Ensure environmental quality by promoting a sustainable urban development model.

d) Improve internal and external accessibility, creating new conditions for inter-modality and the use of sustainable modes of transportation.

e) Reduce socio-spatial disparities by promoting a polycentric urban development model and eliminating factors of stigmatization.

f) Foster conditions for enhancing the competitiveness of the urban economic base and promoting employment growth.

g) Develop Porto's capacity for asserting itself at regional, national, and international scales.

(...)

Article 5, **Pre-existing Conditions**

1 - For the purposes of this Plan, pre-existing conditions refer to activities, operations, installations, buildings, facilities, or any actions that, at the time of the Plan's entry into force, do not require any licenses, approvals, or authorizations under the terms of the law.

2 - Rights or legally protected expectations during their period of validity are also considered pre-existing conditions, according to the provisions of the previous paragraph. This includes rights derived from licensing acts, prior communications, favourable preliminary information, and approved architectural projects.

3 - If the pre-existing conditions or the terms of the licenses, prior communications, or authorizations do not conform to the regulations established by this Plan, interventions that do not fully comply with said regulations are admissible, provided they are possible under the legal regimes of administrative servitudes or public utility restrictions that may apply to the location, and:

a) The interventions result in partial alleviation of the non-compliances regarding urban parameters and/or physical characteristics, or

b) The interventions, without exacerbating any of the non-compliances mentioned in the previous paragraph, lead to significant improvements in urban and landscape integration or architectural quality of the building.

4 - Notwithstanding the provisions of the previous paragraph, changes of use that do not comply with the designated uses for the respective space category are not permitted.

(...)

CHAPTER III

Functional Qualification

SECTION I, **General Provisions**

Article 14, **Compatibility of Uses and Activities**

1 - Compatible uses are allowed within each category or subcategory of space, provided they do not compromise the dominant functional allocation of the corresponding land category or the sustainability of environmental and urban conditions. Depending on their location, the uses, occupations, or activities that may be sufficient grounds for refusal of licensing, approval, or authorization include:

(...)

d) Jeopardize the safeguarding and enhancement of classified heritage or recognized cultural, architectural, landscape, or environmental value;

(...)

SUBSECTION I, **Historical Area**

Article 19, **Scope and Objectives**

1 - Historical areas correspond to the oldest consolidated urban fabrics of the city and the remnants of the original rural nuclei that still preserve the initial structure and morphological elements, displaying significant urban and architectural representation. They include:

a) Historic Center of Porto;

b) Foz Velha;

c) Nuclei or places, namely the following, identified in the Development Plan - Heritage Map I: Lamas; Massarelos; Nevogilde; Ouro; Paranhos; S. Pedro de Azevedo; Vila Nova.

2 - In these areas, the preservation and requalification of buildings, as well as public and private open spaces, are intended to be promoted.

(...)

SUBSECTION II, **Continuous Urban Frontage Area Type I**

Article 23, **Scope and Objectives**

Conclusion and Recommendations

Façadism & Tourism

1 - Continuous urban frontage areas of Type I correspond to block-organized areas, where buildings are predominantly located along the streets, and the public space and built urban fronts conform to a stabilized configuration. The aim is to maintain and enhance the existing urban fabric and morphology.

2 - Primarily comprising blocks constructed in the 18th, 19th, or early 20th centuries in the city's central zone, these areas include significant buildings and ensembles with heritage value, representing an important image of the city to preserve. Interventions should prioritize the preservation and requalification of existing buildings, with the objective of promoting qualifying and dynamic uses that contribute to urban life.

Article 24, **Building Development**

1 - Building works are subject to the following provisions:

a) Compliance with the alignments and the type of relationship between the building and the predominant public space in the urban frontage where the plot is integrated, except in situations where new alignments have been or will be established, duly justified.

b) The alignment of the rear façade of the main body of the building follows the alignments of the rear façades that have the greatest extent in the urban frontage where it is located. An alternative alignment may be admitted, particularly the alignments of adjacent buildings to be preserved or those that do not adversely affect constructions on neighbouring plots.

c) Construction of basements is allowed beyond the plane of the rear façade of the main body, provided it does not result in an impermeability index exceeding 0.7 of the plot area and is situated below the courtyard level.

d) On the level corresponding to the courtyard level, the building may extend, not exceeding a depth of 25 meters measured from the alignment of the urban frontage, provided it does not result in an impermeability index exceeding 0.7 of the plot area.

e) The resulting height should not exceed the height mode within the urban frontage of the block where it is located.

f) In the case of a sloped roof solution, with one of the slopes facing the street, the start of the roof slab should coincide with the insertion between façade planes and the ceiling slab of the top floor, and its slope should not exceed 30 degrees.

g) Exceptionally, heights exceeding the height mode within the urban frontage are allowed to address existing party walls to be preserved and ensure proper volumetric articulation with them.

h) In the construction of new buildings or the expansion of existing buildings on corner plots, suitable architectural solutions should be favoured to achieve a proper urban completion of the respective fronts. Compliance with the provisions of points b), c), and d) of this clause may be waived if necessary.

2 - Without prejudice to the above, expansions of existing buildings are also allowed, provided that all architectural and construction elements contributing to the heritage character of the building and the urban image of this area of the city are preserved, ensuring harmony of proportions between the expansion and the preexisting construction.

3 - In situations where there is an existing occupation in the courtyard that exceeds the parameters applicable to this subcategory, new construction or expansion of the building located in the urban frontage is only allowed if an equivalent area of construction in the courtyard is demolished.

(...)

CHAPTER III, Heritage System

Article 83, Scope

1 - The heritage system includes immovable assets of architectural, urban, historical, archaeological, and natural significance that, due to their particular importance, contribute to preserving the city's identity and enhancing its urban fabric and symbolic resources.

2 - It also encompasses urban fronts or other relevant architectural and urban elements that justify their preservation as distinctive features of the city's morpho-typological diversity.

3 - The heritage system, represented in the Planning Map - Heritage Maps I and II, except for paragraph d) of this article, comprises the following components:

a) Urban and architectural heritage:

i) Areas of urban or architectural interest;

ii) Nuclei and places;

iii) Sets and properties of heritage value, including, in particular, classified properties or those in the process of classification (Annex I).

b) Archaeological heritage:

i) Areas of archaeological value;

ii) Areas of potential archaeological value.

c) Natural heritage:

i) Biophysical - Public Interest Tree Groves;

ii) Geophysical - Metamorphic Complex of Foz do Douro.

d) Establishments of historical, cultural, or local social interest.

Article 84, Guiding Principles

1 - Interventions that affect heritage, whether private or public, including public space, encompassed in any of the components referred to in the previous article, must respect their characteristics and consider the possibilities of community enjoyment in the process of continuous adaptation.

2 - Any intervention in the built environment must preserve the cultural and historical identity of settlements or ensembles, not only based on isolated assets but also on the built ensembles and the surrounding public space.

3 - Adaptation to new functionalities must take into account the historical significance of the property or ensemble, the structural study of the buildings, the compatibility of materials, and the use of architectural language that promotes harmonization with the surroundings.

SECTION I, **Urban and Architectural Heritage**

SUBSECTION I, **Areas of urban or architectural interest**

Article 85, **Scope**

The areas of urban or architectural interest identified in the Planning Map - Heritage Map I encompass zones that are important for the city's history and correspond to clusters of buildings or urban fronts of quality, which should be protected and enhanced.

Whenever the delimitation of these areas raises doubts due to crossing property boundaries or the inclusion of sections of public roads, the rules apply to all properties that make up the respective urban front.

Article 86, **Regulation**

1 - In addition to the building regulations provided for the respective land use categories, any intervention carried out in these areas must respect the main characteristics of the surrounding urban fabric and dominant morphotypes, with the aim of safeguarding:

- a) The urban quality of the ensemble;
- b) The relationship of the plots with the built environment and the surrounding public space, as well as with the construction system and other elements that reveal the urban identity of the area;
- c) The design and composition of urban spaces, topography, walls, trees, pavements, urban furniture (benches, lampposts, kiosks, bandstands, statues, fountains, etc.);
- (...)
- e) The volumetric balance and existing aesthetic-architectural characteristics;
- f) The cadastral structure, whenever it establishes its own rhythm for the buildings and the dimensions of the façades facing the public road;
- g) The main architectural characteristics of an urban front, whenever it represents a reference to a specific period or a collective image.

2 - Original alignments of each area should be prioritized, valorising the intrinsic characteristics and cultural value of the buildings and built ensembles, and ensuring volumetric integration with pre-existing structures, minimizing the emergence of discordant constructions.

SUBSECTION II, **Nuclei and Places**

Article 87, **Scope**

1 - Nuclei and Places, identified in the Planning Map - Heritage Map I, encompass territorial units corresponding to the old fabric of the city and remnants of rural places that still preserve their distinctive structure and morphological elements, serving as historical witnesses to the process of humanization of the territory and contributing to urban and architectural diversity.

2 - The following are the historical nuclei referred to in the previous paragraph:

a) Lamas; b) Massarelos; c) Nevogilde; d) Ouro; e) Paranhos; f) S. Pedro de Azevedo; g) Vila Nova.

Article 88, **Regulation**

1 - In addition to the building regulations provided for in Historic Areas, any intervention carried out in these areas must:

- a) Safeguard the architectural and urban composition, as well as the organic character of the nucleus in which it is located;

b) Promote the integrity of the surrounding territory and the system that motivated it, such as water lines, agricultural land, topography, buildings, and agricultural production devices, as well as other existing structures in the respective plots, such as threshing floors, granaries, drying structures, among others.

2 - The identifying or characteristic elements of the genesis of the Nucleus and Place - streets, squares and paths, walls, fountains, and crosses, cultivated lands, and green spaces - as well as their most symbolic architectures - churches and chapels, manor houses or farmhouses, sets of agricultural facilities (residences, warehouses, wine presses, stables, threshing floors, etc.), watermills, and irrigation channels should be preserved.

SUBSECTION III, **Ensembles and Properties of Heritage Value**

Article 89, **Scope**

1 - They correspond to ensembles of properties or individual properties that, due to their historical, architectural, or environmental interest described in their dynamic characterization files, deserve protection and enhancement.

2 - Without prejudice to possible situations where the delimitation, due to the content of the base cartography, may not coincide with the land registry, ensembles and properties of heritage value are identified in the Planning Map - Heritage Map I, as well as in Annex I to this regulation.

Article 90, **Regulation**

1 - Conservation works aimed at recovering their characteristics are allowed in ensembles and properties of heritage value.

2 - Rehabilitation, alteration, or expansion works may be allowed, provided that they are duly justified and do not distort the architectural, constructional, and volumetric characteristics of the existing structure, whenever the architectural typology permits.

3 - Any singular elements identified inside the buildings as heritage values should be preserved to maintain the building's identity.

4 - Total or partial demolition of properties of heritage interest is only permitted for reasons that endanger the safety of people and property, sanitation and hygiene, and when duly justified by priorities of public interest.

Article 91, **Building Regulations**

1 - Interventions in properties with heritage value must respect their morpho typology, construction systems, and materials consistent with the construction period, whether it concerns outdoor spaces or interior spaces in common or private areas.

2 - In the case of ensembles, the morphology and urban structure must be respected in their interconnection with the surrounding territory, as well as the architectural characteristics relevant to urban integrity, volumetrics, and façade heights, without neglecting the criterion of authenticity, recognizing each construction period.

3 - In the case of properties where landscape and heritage value are also recognized in their green spaces, which are relevant in terms of design, integration, or authorship, the entire plot is identified in the Planning Map - Heritage Map I.

4 - Interventions in the plots mentioned in the previous paragraph must preserve the heritage value of these green spaces, and no interventions that would alter their character are allowed, including:

a) Preliminary characterization of the current state, including an inventory and mapping of built structures and existing natural elements with heritage value; b) Identification, whenever possible, of elements that contribute to the qualification and understanding of the intervention.

5 - In order to comply with the provisions of the previous paragraphs, urban operations that do not fully comply with the parameters established for the category or subcategory of land in which they are located may be exceptionally admitted under the following conditions:

a) If it is proven that, after applying all the parameters specified in the previous paragraphs, the building capacity is disproportionately lower than that allowed by the parameters established for the category or subcategory of land in which they are located;

b) Provided that they are properly related to the surroundings, particularly in terms of volumetrics and landscape integration, and safeguarding existing architectural, heritage, and environmental values;

c) And provided that the urban operation does not result in a total building area exceeding that which would result from the application of all applicable rules for the category or subcategory in which it is located.

SUBSECTION IV, Classified or in the Process of Classification Heritage Value Ensembles and Properties

Article 93, Scope

Properties that are classified or in the process of classification under the Law of Cultural Heritage Foundations are identified in the Constraints Map and in the Planning Map - Heritage Map I and are included in Annex I of this regulation. They are evaluated in accordance with the current legal framework.

Article 94, Regulations

The provisions of Article 90 of this regulation regarding ensembles and properties of heritage value apply to properties that are classified or in the process of classification.

Article 95, Building Regulations

The provisions of Article 91 of this regulation regarding ensembles and properties of heritage value apply to properties that are classified or in the process of classification.

SECTION II, Archaeological Heritage⁷¹

(...)

SECTION IV, Establishments of Historical, Cultural, or Local Social Interest

Article 100, General Principles

1 - Establishments of historical, cultural, or local social interest are reference spaces with particular architectural characteristics and significant decorative elements that often allude to their original use, which is important to preserve.

2 - Urban operations carried out in these spaces, whether for modernization or alteration, should preserve their architectural and decorative identity.

3 - Changes in the use of establishments of historical, cultural, or local social interest that undermine their architectural and decorative identity are not allowed.

Article 101, Regime

⁷¹ Although within the heritage spectrum, this section falls outside the scope of this study.

The Rehabilitation of Built Heritage in Porto's Historic City Centre
Applicable Concepts for a Conservation Approach

The establishments referred to in this Section are subject to the recognition and protection regime for establishments and entities of historical, cultural, or local social interest, as defined in Law No. 42/2017 of June 14th, as well as the Municipal Regulation for Recognition and Protection *Porto de Tradição* which establishes criteria and measures for support and safeguarding of these establishments.

(...)

ANNEX I, **Sets and Properties of Heritage Value**⁷²

(Aviso n.º 12773/2021, 2021 trans. by Author)

⁷² See *Aviso n.º 12773/2021*, Diário da República 297 (2021), pp. 365-389, in:
<https://files.diariodarepublica.pt/2s/2021/07/131000000/0029700397.pdf>, for the listing of the **1340 protected buildings**, including those classified under Law No. 107/2001 and Decree-Law No. 140/2009.

Annex VII UNESCO's Five Objectives

"... **Credibility** as a World Heritage Site, because the present plan ensures that it will have resistance in the face of processes of erosion of its architectural value and historical significance. Inscription on the World Heritage List constitutes a "certificate" of quality, which has to be guaranteed over time, through a planning process that ensures its credibility and preservation of its OUV, under the conditions of authenticity that it upheld when it was accepted by the World Heritage Committee.

Conservation is an imperative assumption about the Property as a whole (...) stipulates the continued need to conserve the buildings and public spaces, and combat abandonment, demolition or distortion of the overall authenticity of the Property, that is constituted by a considerable number of small and large buildings and urban spaces, that have multiple characteristics and were built at different times (...).

Capacity-building implies that throughout the planning and management process of the Property, the necessary knowledge is acquired for the exercise of good practices in the activity of rehabilitation and regeneration of the set of buildings and the activities that give it the necessary level of sustainability.

The continuity of research, study, theoretical elaboration and experimentation are necessary so that the HCP can guarantee UNESCO and humanity that the Property which the city is safeguarding will not suffer loss of its heritage value due to technical and political incapacity in adopting measures that interfere with its heritage and its dynamics. It is thus intended to promote the development of effective skills for those responsible for managing and taking care of the Property.

Communication is also important in order to show the whole world that this property remains intact and is valued as a historic city, with unique characteristics in the universal context, as a European and Atlantic city that has accumulated the urban phenomenon of many centuries. This requires increasing public awareness, participation and support for World Heritage.

International affirmation of the Heritage property is important, with its landscape, architectural, archaeological and historical characteristics that have led it to be inscribed on the World Heritage List.

The **Communities** of the Historic Centre of Porto are present in all the plan's action lines.

As an active, living subject and participant in the Property and its urban process, the resident communities, including the inhabitants who represent the previous stages of the city and new inhabitants who are intended to be welcomed as a vital energy of the future, are an essential part of the heritage that this Plan aims to safeguard.

In a Heritage property, in which the intangible dimension of cultural value assumes greater importance, it is the resident communities and users of this urban fabric that give it the greatest guarantee of continuity and sustainability in the face of the profound transformations that may occur over the decades and centuries.

Communities, with their very own culture and institutions, are crucial for humanity to ensure that the Property remains authentic through new moments in time and new circumstances, whether crisis, depression or rapid growth."

(Porto Vivo - SRU et al., 2021, pp. 52-53)

Annex VIII Key Governance Issues⁷³

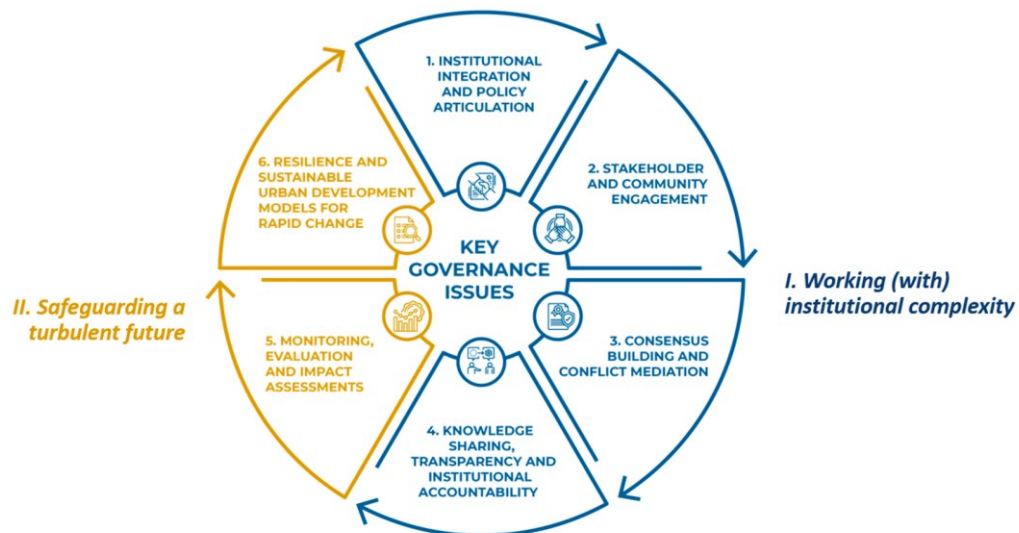


Figure 3 - Key governance issues. Those in blue are those key governance issues related to group (I), working (with) institutional complexity, and those in brown are related to group (II), safeguarding a turbulent future, each comprising different subgroups.

Source: (Cunha Ferreira et al., 2023, p. 2)

⁷³ Figure 3 plus Table 1 (next page).

Table 1. Explanation of key governance issues.

<p>KGI 1 Institutional integration and policy articulation</p>	<p>WH properties are generally managed according to a complex system in which several institutions, goals, and working practices shape the nature and influence the outcomes of the management and maintenance processes [18,20]. The articulation between different governance levels (vertical) and multiple fields (horizontal) depends on the level of comprehensiveness, consistency, and aggregation of the roles and actions assumed by each group of stakeholders. These management systems include institutional frameworks consisting of multiple organizations and promote multi-level and multi-actor interaction in order to guarantee that participation contributes to sustainable development. Flexibility in institutions responsible for wider management is important in order to create close relationships with a range of institutions linked to a particular site, and to accommodate new and emerging concepts. There must also be enough resources (human, financial and intellectual).</p>
<p>KGI 2 Stakeholder and community engagement</p>	<p>Stakeholder and community engagement lie at the foundation of good governance, the dynamization of communities, the sustainability of WH, and the adaptability and flexibility of management plans, as well as their implementation [21]. By experiencing the physical space itself, embodying the sense of place that sets it apart, and perpetuating the values and culture associated with it, local communities (local residents, workers, and daily users) and stakeholders (owners, developers, and other rights-holders) are positioned at the core of efforts for protecting, promoting, and ensuring the future of World Heritage—they are both stewards and first responders [20,22]. Furthermore, participatory governance is essential to the identity of local communities and their sense of place, and thus has increasingly become a matter of justice and equity.</p>
<p>KGI 3 Knowledge sharing, transparency, and institutional accountability</p>	<p>Since the institutions responsible for WH management are diverse in their nature, overlaps in their duties often lead to situations of conflict and misunderstanding regarding the management of heritage sites, or even their value. The types of conflicts that can appear in the management of WH are as complex as the many institutions and actors involved, but special attention should be paid to interactions between different levels of governance, the differing interests of stakeholders and steering entities, and the recognition of local communities and stakeholders. Thus, consensus-building and conflict-solving mechanisms must be devised in advance and included in management plans. Mediation and preventive action is achieved by establishing communication, making use of knowledge, and employing participatory action, incentives, or compensatory measures [23].</p>
<p>KGI 4 Consensus building and conflict mediation</p>	<p>Establishing bridges and connections is essential when there are multiple voices, diverse interests, distinct opinions, and the need for a higher level of compromise between different institutions. Only with open and fluid communication between institutions can a management system be optimized [20]. This includes encouragement to share platforms and networks [18] (p. 103). Furthermore, it is also important to improve transparency and accountability between institutions, both in terms of their internal functioning as well as their interactions with one another.</p>
<p>KGI 5 Monitoring, evaluation, and impact assessments</p>	<p>The diversified and overlapping policies and planning instruments implemented in WH properties depend on processes of monitoring and evaluation to properly guarantee that the management process is functioning as intended, conforming to established rules, and meeting external reporting requirements. Monitoring and evaluation must articulate with both pre-existent impact assessment studies and those undertaken after a WH listing as these are an important part of heritage management systems, especially insofar as they concern the evaluation of impact on OUV [24] (para. 110). As such, policies, plans,</p>

and interventions in WH must demonstrate a priori their impact on OUV by identifying, evaluating, and mitigating potential environmental and social impacts [25] (p. 16).

KGI 6
Resilience and sustainable urban
development models

Heritage management systems must be aware of WH agendas and incorporate new strategic challenges and rapid changes into their management and sustainability plans. Strategies to conserve the value of WH must also develop mechanisms, tools, instruments, and detailed guidelines that integrate sustainability goals and programs as well as multi-level goals, especially insofar as they concern climate change and other rapid transformations. Periodic reports should be presented in order to foster appropriate management actions at national and site levels.

Source: (Cunha Ferreira et al., 2023, p. 4)