
REHABILITATION STRATEGIES OF FARO HERITAGE?

RESEARCH PLAN

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2022

Technical University Delft

MSc. Architecture

Graduation Studio Revitalising Heritage

AR3A010 Research Plan

“We shape our buildings, and afterwards our buildings shape us”

Sir Winston Churchill, House of Lords meeting, October 28, 1943

PERSONAL FASCINATION

One of the buildings that shaped me growing up was the castle close to my home. Castle Marquette originates from 1250. At the end of the twentieth century, Marquette transformed into a luxurious conference- and -party center. Later, the castle changed owners and became a hotel. Due to its unprofitability, Marquette underwent renovations with each new owner. Generally, the owners did not have enough money for the maintenance, which resulted in bad paint jobs, cheap extensions, and new low-quality flooring.

As a child, I could not understand why we so disrespectfully deal with our heritage. We are incredibly fortunate to have been left with such historical artifacts. I am not only concerned about the way we sometimes treat our heritage but also the way our society considers the environment and the people who struggle. As a result, I participated in numerous protests and joined a political party. After the recent municipality elections, I became a councilperson in Delft. In the role of councilwoman, I will lay guidelines for the policies of the city and exercise control over the execution of those policies.

One of the issues I am concerned with is Delft's inner-city heritage. There are numerous questions that the city is struggling with: How do you make good heritage policies? In what way can you make policies accessible to the public? How can citizens be stimulated to participate? How to handle heritage, especially with the challenges of climate change? Which interventions in historic buildings are acceptable? How to encourage the preservation of heritage with limited funding? How can you realize inner-city condensation in Delft in a respectful way of its history? And what is the value of built heritage? Why is it important to keep?

These are questions not only Delft is facing because historical cities worldwide have to deal with similar challenges. And although it has an entirely different cultural background, the city of Faro in Portugal is facing similar questions.

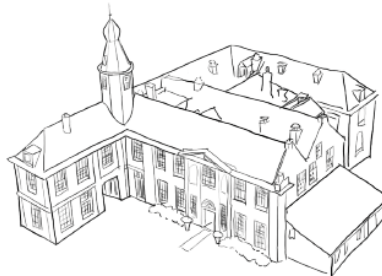


Figure 1. Castle Marquette



Figure 2. Municipality Council

1. INTRODUCTION

Policy research is important because it “provides a way for understanding how and why governments enact certain policies, and their effects.”¹. Moreover, it’s important to understand what values heritage has. As “values could be the key factor the legitimization of heritage protection and management”². It’s also essential to involve citizens in the process of preserving cultural heritage, as Europa Nostra Finland puts it: “Cultural heritage cannot be the domain of experts only, although their initial role in its creation has been crucial. Heritage is not a given, nor is it automatically handed down from generation to generation.”³. Itthough Faro collaborated with a lot of people for their bid for the Cultural Capital of Europe in 2027⁴.

In this research the focus will be the *Sao Luis neighborhood*. It is one of the areas that the city plans to make significant developments to. At the same time the area faces the danger of loss of its identity and destruction of places with value. That’s why it’s very important to analyse the current situation, as well as identify what inhabitants value in their heritage. Which brings us to the following question:

How do the local community and experts value heritage policies in the São Luis neighborhood?

The meaning of the word value here means the values that the local community and experts consider in Faro’s heritage strategies. The main question will be split up in the following questions:

1. *How does Faro value the São Luis heritage?*
Or in other words: what are Faro’s current heritage policies? How can these policies be analysed? What values and political rationality can be distilled from the policies?
2. *How do the local community and experts value the heritage policies?*
For both target groups the same methods will be used. The expectation is that the two groups will give different answers, since they have different perspectives on the policies.

¹ Browne J, Coffey B, Cook K, Meiklejohn S, Palermo C. (2018). A guide to policy analysis as a research method. Health promotion international. 34. 10.1093/heapro/day052. p1.

² Margarita Díaz-Andreu (2017) Heritage Values and the Public, Journal of Community Archaeology & Heritage, 4:1, 2-6, DOI: 10.1080/20518196.2016.1228213

³ Europa Nostra Finland. (2018) Heritage is Ours – Citizens Participating in Decision Making. Forassa Print, Helsinki.

⁴ FARO 2027. 2022. A united Algarve Completes Faro’s Bid for European Capital of Culture. [online] Available at: <<https://www.faro2027.eu/blogen/a-united-algarve-completes-faros-bid-for-european-capital-of-culture?lang=en>> [Accessed 1 April 2022].

2. TERMINOLOGY

Heritage

For this research, the definition of the heritage council is used: “our heritage is our inheritance - what the past has conceded to us, what we value in the present, and what we choose to preserve for future generations”⁵. Furthermore, heritage can be separated into three subdivisions: tangible, intangible, and natural heritage. Tangible heritage will be the focus of this research.

Values

The main question uses the word value because of its double meaning. The word value can be a verb and a noun. While value as a verb means to consider or rate highly, as a noun, value signifies relative worth, utility, or importance⁶. On the one hand, this research will focus on what is rated highly or appreciated in Faro’s heritage policies, e.g. what the target groups will view as most important characteristics. On the other hand, what values or meanings are the most important in heritage? Or as Randall Mason puts it: “the qualities and characteristics seen in things”⁷.

5 Heritage Council. What Is Heritage? Accessed April 11, 2022. <https://www.heritagecouncil.ie/what-is-heritage>

6 Merriam-Webster. 2019. Definition of VALUE. Merriam-Webster.com. 2019. <https://www.merriam-webster.com/dictionary/value>.

7 Mason, Randall. Assessing Values in Conservation Planning: Methodological Issues and Choices in Assessing the values of cultural heritage: research report. ed. Marta de la Torre. Los Angeles, Getty Conservation Institute. p8.

3. LITERATURE REVIEW OF CURRENT FARO HERITAGE DOCUMENTS

It's important to make an inventarisation of the current framework, legislation, and regulations are active in Faro and the São Luis neighborhood. To consider what documents to analyse in the research.

National and local documents

The governmental system in Portugal is nationally based. In the next table, you see what legislation has an affect on heritage in Faro. The National Spatial Planning Framework and National Cultural Heritage Legislation are both national level policies. Secondly, the National Legislation for Urban Rehabilitation, is made by the national government and the local municipality. Finally the municipality regulations, of course, have influence on the local level. Of these legislation documents, both the ARUs and the Municipal Regulation of Urbanization and Building seem interesting, since they focus on the smaller scale private heritage.

Level	Purpose	Document	Effects
<i>National Spatial planning framework</i>	Legal regime for spatial planning tools <i>Regime Jurídico dos Instrumentos de Gestão Territorial</i>	decreto -lei 80/2015, de 14 de Maio	National framework to safeguard and identify heritage
<i>National Cultural heritage legislation</i>	Framework law for the protection and enhancement of cultural heritage	Lei nº 107/2001 de 8 de setembro	Local supervision by national framework register/listing of heritage
	Legal regime for the safeguarding of intangible cultural heritage	Lei nº 139/2009 de 15 de junho	-
<i>National legislation for urban rehabilitation</i>	Legal framework for urban rehabilitation <i>Regime jurídico da reabilitação urbana</i>	Decreto - lei 307/2009 com alterações da Lei 32/2012	Define areas and rehabilitation operations to protect and valorize the existing heritage. Example: Faro ARU's
	Conditions for rehabilitation of buildings and autonomous fractions <i>Regime de reabilitação de edifícios e frações autónomas</i>	Decreto - Lei 95/2019 de 18 de julho	
<i>Municipal regulations</i>	Municipal Regulation of Urbanization and Building <i>Regulamento Municipal de Urbanização e Edificação</i>	Edital 668/2013	Regulations for archeologically sensitive areas, listed and notable buildings and unique facades.
	Municipal Regulation of Public Space Occupation and Advertisement <i>Regulamento Municipal de Ocupação de Espaço Público e Publicidade</i>	Edital 971/2015	Regulations for the public space
	Municipal Regulation of Stores with a Historic Value. <i>Regulamento Municipal de Lojas com História</i> <i>Edital</i>	Edital	Regulations for the criteria to list and define the retail business

Table 3. Analysis of different games⁸

⁸ Ana Tarrafa Silva.2022. Lecture on Faro, framing local management. MSc 3-4 Faro Convention Labs, HEVA- TU Delft

ARUs

The *Áreas de Reabilitação Urbana* (ARU) have been developed in two phases, currently encompassing five areas. The ARUs for the first phase areas went in effect in 2011 and in the twentieth of December of 2021 the city council extended the term of the rehabilitations zone of Villa Adentro for another five years⁹. It's expected that similar extensions will follow for the other neighbourhoods that are part of phase one¹⁰. The ARUs of phase two went in effect in 2019 and are active for a period of three years¹¹. The ARUs from phase two are clearer formulated and more grounded in research than the ones from phase one.

- Phase 1
 - a. ARU Vila Adentro
 - b. ARU Bairro Ribeirinho
 - c. ARU Bairro da Mouraria
- Phase 2
 - a. ARU envolvente à zona histórica de Faro (surrounding the historic area of Faro)
 - b. ARU Alto Rodes

The São Luis neighborhood is not yet incorporated in any of the ARUs.

Policies currently active in the São Luis neighborhood

The legislation that has an affect on the neighborhood scale are the PPLFSC and the modernist axe area plans.

Area Plans in Force	Document	Subject
PPLFSC Plano de Pormenor do Largo Dr. Francisco Sá Carneiro	Municipality of Faro, Departamento de infraestruturas e urbanismo. 2017. <i>Declaração ambiental</i> .	Environmental Declaration on the quality of Life and urban requalification
	Diário da República Electrónico 2.ª série. 2019. <i>Declaração de Retificação n.º 878/2019</i> . nº 215. p260.	Restrictions
	Diário da República Electrónico 2.ª série. 2020. <i>Editais n.ºs 865/2020</i> . nº 150. p230.	Listing Declaration
Modernist Axe	Diário da República Electrónico 2.ª série. 2020. <i>Editais n.ºs 865/2020</i> . nº 152. p230.	Restrictions
	Diário da República Electrónico 2.ª série. 2019. <i>Declaração de Retificação n.º 878/2019</i> . nº 215. p260.	Listing Declaration

Table 3. Inventarisation of documents in the São Luis neighborhood.

9 Município de Faro, 2021. Aviso n 304/2021 Área de Reabilitação Urbana e Operação Urbana da Vila Adentro do Centro Histórico de Faro. Câmara Municipal de Faro: Gabinete do Presidente Faro.

10 Município de Faro, 2021. Aviso n 304/2021 Área de Reabilitação Urbana e Operação Urbana da Vila Adentro do Centro Histórico de Faro. Câmara Municipal de Faro: Gabinete do Presidente Faro.

11 Municipal de Faro 2022. ÁREAS DE REABILITAÇÃO URBANA (ARU). [online] Available at: <<https://www.cm-faro.pt/pt/menu/782/areas-de-reabilitacao-urbana-aru.aspx>> [Accessed 1 April 2022].

3. METHODS AND METHODOLOGY

3.1 Methodology: Policy Analysis

Policies can be researched in many ways; they can be evaluated, analysed and compared. A *guide to policy analysis as a research method*¹² describes and critiques a variety of ways to analyse policies in health. Browne et al. identify three broad orientations to policy research: *traditional, interpretive and mainstream*. Traditional policy studies aim to make an objective and value-free analysis. Secondly, the interpretive research examines “the framing and representation of problems and how policies reflect the social construction of ‘problems’”¹³.

As seen in table 2, the focus of this research is on the mainstream approach, which studies the interaction of policy actors in policymaking. Reason for this is that mainstream orientation incorporates “the interaction of values, interests and resources guided through institutions and mediated through politics”¹⁴. While the traditional method does not consider values at all and the traditional approach seems more of a philosophical question, unsuited for the built environment.

Orientation to policy analysis	Analytical focus	Type of research questions	Theoretical frameworks	Data sources and methods	Major Sources
<i>Mainstream</i>	Values Actors Political rationality	<i>Interaction questions</i> What values are at stake; whose voices are heard? How is political priority generated?	Policy cycle; policy triangle; Punctuated equilibrium; multiple stream theory; advocacy coalition framework	Interviews; document analysis; surveys	Collins (2005), Hill (2009), Sabatier and Jenkins-Smith (1999), Walt and Gilson (1994)

Table 2. Mainstream policy analysis orientation¹⁵

3.2 Methods

DOCUMENT ANALYSIS

Document analysis is “a form of qualitative research that uses a systematic procedure to analyse documentary evidence and answer specific research questions.”¹⁶. As stated in the previous chapter, there are five documents in effect in the São Luis neighborhood, which will be analysed. But only after they are translated from Portuguese to English with DEEPL. By using document analysis, hypotheses about the values and the attributes that Faro connects to its heritage can be made. The documents will be analysed by using Atlas.ti.

GAME

The values and hypotheses from the document analysis are the basis for a simple game. In table 3 four different analysed games can be seen. What can be concluded from this table is that the game should ask users very specific questions, give feedback, be very simple and understandable and have some visual representation. The game should not give too much freedom and be easy to make - based on the limited programming knowledge of the researcher of this paper. The game will be most like the Urbanology Online game, with some adjustments.

Name of the Game	Explanation	Pros	Cons	Source
<i>Urbanology Online</i>	User answers very specific questions about policies such as: Will you authorize the placement of composting containers for food waste around tourist sights in the city? At the end of the game gives you feedback on the policies you chose.	- Asks users very specific questions about policies - Gives feedback -very simple	- You can only answer yes or no - Sometimes you don't understand what is meant.	http://www.bmwguggenheimlab.org/urbanologyonline

¹² Browne J, Coffey B, Cook K, Meiklejohn S, Palermo C. (2018). A guide to policy analysis as a research method. Health promotion international. 34. 10.1093/heapro/day052.

¹³ Idem p1.

¹⁴ Davis, G., Wanna, J., Warhurst, J. and Weller, P. (1993). Public Policy in Australia. Allen & Unwin, St Leonards. P.15

¹⁵ Browne J, Coffey B, Cook K, Meiklejohn S, Palermo C. (2018). A guide to policy analysis as a research method. Health promotion international. 34. 10.1093/heapro/day052.

¹⁶ Frey, B. (2018). The SAGE encyclopedia of educational research, measurement, and evaluation (Vols. 1-4). Thousand Oaks, CA: SAGE Publications, Inc. doi: 10.4135/9781506326139

<i>Minecraft</i>	It's a system for fitting pieces together to create something - sometimes amazing somethings - from nothing. "Minecraft" provides endless building blocks and a blank canvas. ¹⁷	- very visual - very well known	- Gives too much freedom - Game is more about building than showing policies - currently no Faro build	https://www.minecraft.net/nl-nl/download
<i>City Skylines</i>	Skylines is a modern take on the classic city simulation. The game introduces new game play elements to realize the thrill and hardships of creating and maintaining a real city whilst expanding on some well-established tropes of the city building experience. ¹⁸	- imidiate feedback on the policies that the user installs - very specific policies	- very hard to mod - currently no Faro build	https://store.steampowered.com/app/255710/Cities_Skylines/
<i>Beter dan Hugo</i>	In this game the user pretends to be the Netherlands health minister in times of corona. Your purpose is to instal measures so the least amount of people catch the disease.	- imidiate feedback - very well known policies - understandable game	- no visual representation	https://beterdanhugo.nl/

Table 3. Analysis of different games

By playing the game, the participants will get a question about which policy they like to implement. The participants can choose between four answers with some description about a policy and a visual representation. The questions and answers are based on document analysis of the ARUs. After they have picked the answer, they can see what policy is currently in place. At the end of the game the participant can see how much of the policies they chose are like Faro. As well as the value they appreciated most, as seen in figure 3. The game will be created through WordPress¹⁹.

Visual Game Creator	Explanation	Pros	Cons	Source
<i>FlowLab</i>	Only platform games	- Asks users very specific questions about policies - Gives feedback - very simple	- You can only answer yes or no - Sometimes you don't understand what is meant.	http://www.bmwguggenheimlab.org/urbanologyonline
<i>Minecraft</i>	It's a system for fitting pieces together to create something - sometimes amazing somethings - from nothing. "Minecraft" provides endless building blocks and a blank canvas. ²⁰	- very visual - very well known	- Gives too much freedom - Game is more about building than showing policies - currently no Faro build	https://www.minecraft.net/nl-nl/download
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¹⁷ Business Insider Nederland. 2022. *Why 'Minecraft' is the most popular game in the world*. [online] Available at: <<https://www.businessinsider.nl/minecraft-explained-2017-2?international=true&r=US>> [Accessed 1 April 2022].

¹⁸ Store.steampowered.com. 2022. *Cities: Skylines on Steam*. [online] Available at: <https://store.steampowered.com/app/255710/Cities_Skylines/> [Accessed 1 April 2022].

¹⁹ Railey, K., 2022. *Make games in your browser with Flowlab*. [online] Flowlab.io. Available at: <<https://flowlab.io/>> [Accessed 1 April 2022].

²⁰ Business Insider Nederland. 2022. *Why 'Minecraft' is the most popular game in the world*. [online] Available at: <<https://www.businessinsider.nl/minecraft-explained-2017-2?international=true&r=US>> [Accessed 1 April 2022].

²¹ Store.steampowered.com. 2022. *Cities: Skylines on Steam*. [online] Available at: <https://store.steampowered.com/app/255710/Cities_Skylines/> [Accessed 1 April 2022].

The results of the game will be gathered in and can be analysed using feedback from WordPress and SPSS. After this data will be processed into a nice value scheme and an appreciation table of the Faro rehabilitation plans. With this there should be more clarity about the values and political rationality of the ARUs.

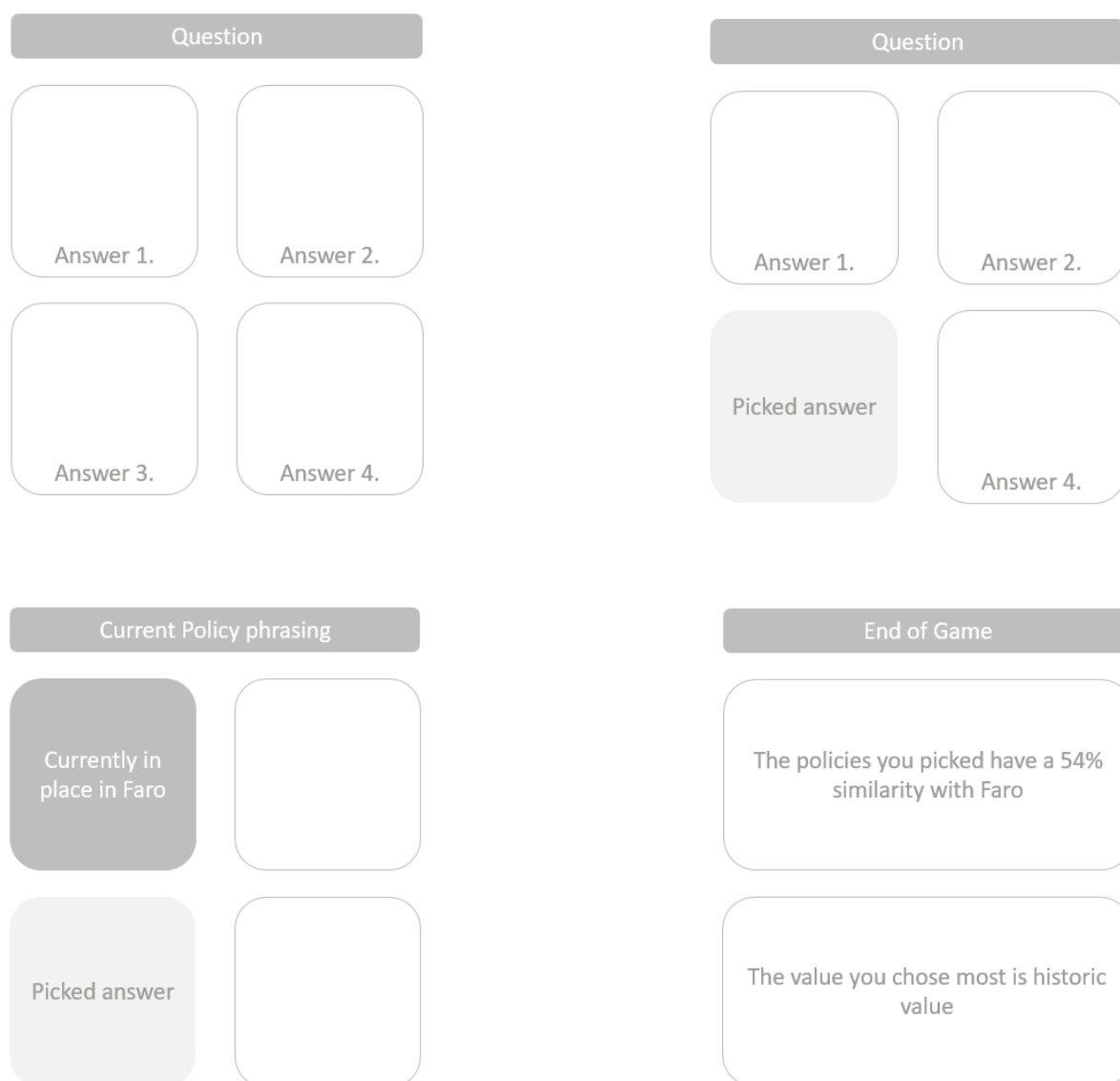


Figure 2. Concept setup of the game

OPEN INTERVIEW

After the game the participants will be asked some open questions, such as: what did you think about the game? What do you think about the faro rehabilitation strategies? What would you change to the strategies if you could? The subject of the questions will be based on the hypotheses of the values and the political rationality. To make sense of the interviewee's individual stories, there will be a narrative analysis ²². With this type of analysis important aspects of the participants' stories can be highlighted. Afterwards, the game and documentation analysis can be placed into perspective. And with these questions there is immediate external feedback on the research method as well.

²² Canary, A., 2022. How to Analyze Interview Transcripts in Qualitative Research. [online] Rev. Available at: <<https://www.rev.com/blog/analyze-interview-transcripts-in-qualitative-research>> [Accessed 1 April 2022].

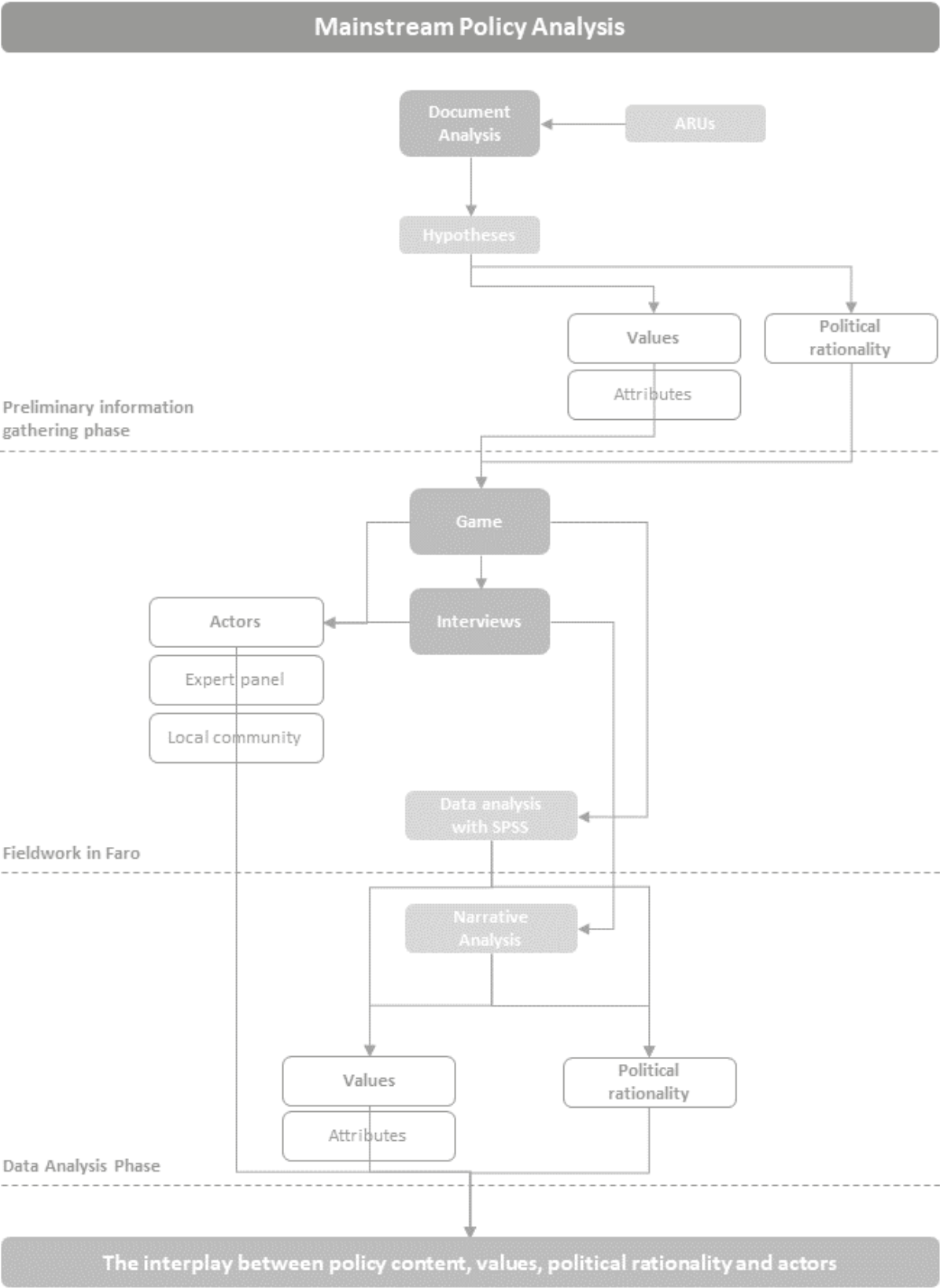


Figure 1. Research structure using mainstream policy analysis

5. SOURCES

5.1 Scientific Sources

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