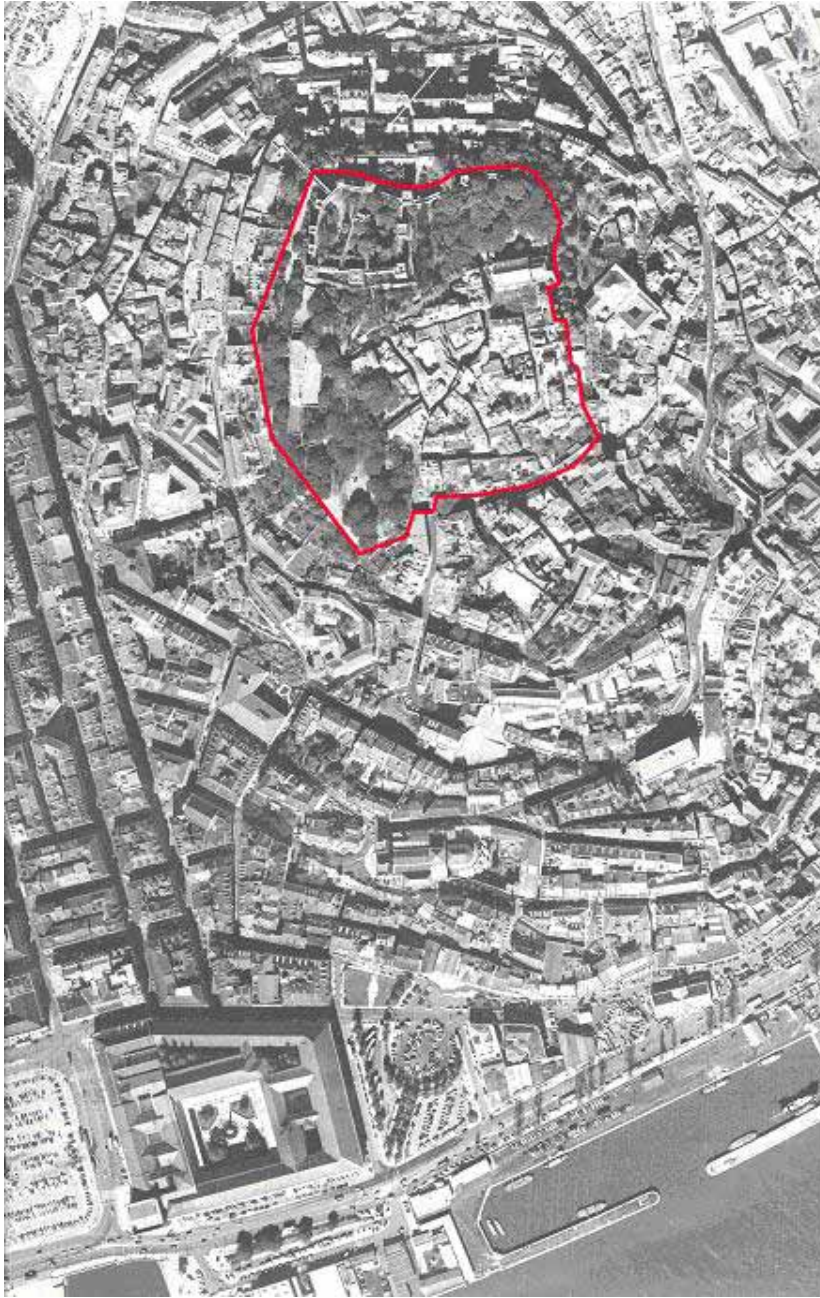


Case study

The Lisbon Castle parish and the urban regeneration process



Câmara Municipal de Lisboa / Universidade Independente de Lisboa, May 2003

Entrust is a research project supported by the European Commission under the Fifth Framework RTD Programme and contributing to the implementation of the Key Action 4: " City of Tomorrow and Cultural Heritage" within the "Energy, Environment and Sustainable Development Thematic Programme. Contact nº: EVK4-CT-2001-2007

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Case study

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1.The site and relationship to the city centre

The area of intervention denominated as “Castelo de São Jorge” or the parish of “Santa Cruz do Castelo” is situated very close to the centre of Lisbon.

The parish is enclosed by the first ring of city walls and defined by two distinct parts: one making up the monumental ruins of different former castle buildings, the other being an adjacent residential district. Although they have been the targets of a common regeneration process, this case study lays more emphasis on examination of the residential part.

The mentioned proximity to the city centre does not mean that while strolling through the town we would obviously reach the castle parish and in particular the residential neighbourhood, which lives a sheltered life, away from the metropolitan world and protected by the city walls braving all challenges.

This is surely one factor that does not make it easier to approach and even to find the neighbourhood and to establish a natural easy link.

Another reason is without doubt a topographical one. To get from the city centre up to the castle hill, means overcoming a difference in altitude of around 70 metres along steep, meandering ways.

Naturally, the castle hill is the highest in Lisbon, which makes sense considering the morphological prerequisites of the first settlements.

There is, however, only one public transport link between the city centre and the area in discussion.

In medieval times, there were four accesses to the walled part of town. These resultant thoroughfares would then have taken an active part in the city’s daily life. Today, there is only one entrance for the general public. Entering here, we are immediately drawn to the imposing presence of the

monumental castle ruins opposite the residential area. This visual relationship is already established during our approach and excludes completely the adjacent neighbourhood that “vanishes” through its modesty and the lack of links between the two parts of the parish.

Only a few visitors “get lost” in the narrow streets of the neighbourhood. Walking across, they have to face the problem of finding their way out and returning to their initial reference point.

Tourism mainly takes place around and in the monumental castle buildings. Tourism is the only way the castle parish can take part in the town’s economic life. Lisbon Castle is the most important historical attraction in Portugal, with around 1 600 000 visitors a year enchanted by the superb panoramic view of the city and the Tagus delta.

The Castle neighbourhood, as above-mentioned, is a mainly residential area, in general characterized by low storey buildings bearing small scale housing typologies. (e.g. Street: Rua do Espírito Santo: maximum 65m², average 25m², and minimum 11m² per accommodation, Annex 1)

2. History and decline of the Castle parish

The first settlement of today’s Castle area dates from the VII-VI centuries BC. The place remained occupied by several tribes and peoples up to its being taken by the Roman Empire in II Century BC. At those times, the area was a cultural and religious centre. This has been proved by several archaeological finds, for example, the ruins of the Roman theatre, situated on the southern slope of the hill.

In 719, Arab conquerors changed the character of the place by building the “Al-qaçr”, the Arab form of a walled castle-palace that remained the centre of government and military defence. Already at this time, a residential part sprang up alongside it, and had grown close to today’s size by the 11th century.

In 1147 Dom Afonso Henriques, the first King of Portugal and who gave Lisbon its first City Charter conquered the expanded town.

The castle parish was named “Santa Cruz do Castelo”; leaving no doubt that the former “Al-qaçr” was now Christian land. The castle parish was one of the first of many future administrative districts within the town.

The area remained, as in former times, the centre of government and military defence of the suburbs and the harbour.

Many of the Arab inhabitants were driven out of the castle parish. Therefore a new neighbourhood was born on the northern slope of the hill; this was called “Mouraria” (the Moorish quarter), which still exists.

In 1498, the idea to build a new Royal palace along the riverside arose. In the beginning of the 16th Century, the former area of the “Al-qaçr” and the Christian castle lost their significance and the political and cultural centre was transferred to the new city centre, the *Baixa*, or downtown area.

However there remained some important municipal buildings, such as the City Hall, within the historical castle area and, quite close by, the cathedral as the religious centre of Lisbon.

The earthquake of 1755, however, dramatically changed the appearance of the site.

After that natural disaster, the castle buildings were more or less restored and completed by new constructions to be used now as a military base and prisons, up until the beginning of the 20th Century.

The city wall still encloses the area as it survived the tremors.

The residential area was nearly completely torn down, as were the surrounding parts of the city such as the above-mentioned “Mouraria” and the “Alfama”, one of the oldest parts dating from the time of Moorish expansion.

All those areas were not taken into consideration by the grand restoration plans of the Marquês de Pombal. Based on the ideas of the Enlightenment,

the *Baixa* was intended to be the new splendid political, economic and cultural centre of future periods.

In the castle neighbourhood people reacted by spontaneously reusing all available leftover building materials brought to light from former times. Within this mixture, they started to rebuild their houses on remaining foundations redesigning an urban web, similar to the medieval one, before the earthquake.

During those times, it was already obvious that the neighbourhoods of “Mouraria”, “Alfama” and the castle were turning into some kind of suburban areas especially in terms of social and economic characteristics, with the poorest part of population remaining there.

In times of industrialisation, those neighbourhoods had to deal with migration from the rural areas and therefore population growth. In fact, they became completely over-populated and living and housing conditions became nearly unbearable.

In the castle neighbourhood, economic activities were defined by the relationship between civic population and the military daily life necessities.

In the first quarter of the 20TH century, the town authorities became aware of the importance and “new” value of the castle as a tourist attraction.

Therefore, in 1910, the castle ruins were declared a “National Monument”, not taking into consideration the closely situated residential part of the castle parish.

In 1938, restoration works on the monumental buildings and fortifications started within the nationalistic spirit of glorifying the fascist regime and having in mind the “Exhibition of the Portuguese World” in 1940. That special intervention was the last one up to today carried out within the borders of the area in discussion.

Indeed since the 1940s the town authorities, as well as the Portuguese government, have given special emphasis to developing intensive but seasonal tourist activities. This factor contributes to the local population's

feeling of being excluded from any progress. Despite being so close in geographical terms, they are only tangentially touched by the defined itineraries of tourist streams. Up to our times, tourism has been the only reason for the area to be frequented to some extent.

The residential part continues to be an enclave with a very particular character, which in the course of time has been driven out of the consciousness and every day life of the city.

While Lisbon has been growing within different concepts and developing new urban central metropolitan areas, the castle neighbourhood has not been considered relevant to this process and, therefore, it does not really benefit from it. That continuing process of falling into oblivion is not being corrected by local or national policy at this moment. The same is valid in regard to all other historical urban areas of Lisbon.

3. Socio- economic development of the Castle parish

The elimination of the military base in the 1940s was translated into action and crucial changes within the income level of the castle neighbourhood population inducing a new economic reality.

Local people possessed neither the means nor characteristics to react on their own or to face in a flexible way that new economic and social challenge, called tourism.

At this time, as mentioned above, a divergent development of both parts of the parish increased and continues up to today.

Therefore, there were in the beginning of the 1995 intervention around 700 inhabitants and 392 dwellings, 20% being vacant. (Annex 2)

Around 87% of the real estate was rented. Only the remaining percentage was in use by the owner. (Annex 3)

The castle neighbourhood at this time had around 12 premises, including retail trade, gastronomic facilities, workshops and public and private

institutions devoted to social and cultural activities (Sports Association, Travel/ Discovery association). (Annex 4)

A primary school just built in the 1970s was one of these facilities. Unfortunately, it only had 10 pupils in 1995.

At the same time, public baths (shower rooms, toilets) offset the lack of fittings within the houses and the population inevitably got used to this not very comfortable way of life.

Those premises and public services provided at least the bare essentials for the local population.

As a curiosity of contemporary metropolitan life, travelling fresh food sellers, appearing at certain days and hours during the week, complete commercial activity.

The reduced number of retail trade facilities was addressed to the local population, not making much of a profit from the nearby tourist trade.

The castle neighbourhood has neither been touched by the economic development of the growing 20th century metropolis, nor expected to benefit from the parallel dynamics of new central services and areas.

In recent times, population decrease has marked the area. Young people have moved out to go in search of better living conditions and to be gainfully employed. The financially very weak, elderly social stratum remains, making up the tenants of the deprived urban area. (Annexes 5/6)

However, successive generations of families have lived there with a limited income and low social status, which leads to strengthened social ties, although that factor does not promote well balanced economic growth within the neighbourhood.

With regard to qualifications and education, 10.9% of the resident population are illiterate, 41.9% only finished elementary school. 38% reached the 6th, 9th and 12th classes. Only 9.2% attended a training college or university.

(Annex 7)

This situation is reflected within the professional categories. (Annex 8)

Currently, there is no data available on unemployment or place of work. Neither is it possible to analyse the daily movements of the population.

Nevertheless, taking into consideration the above-mentioned qualification level and the lack of functions within the neighbourhood that could keep people occupied, we can conclude that there is no significant local anchored economic acceleration.

There is insufficient access, opportunity, and interest, legal and financial means to produce an economic surge in the residential part of the castle parish.

Apart from those problems there is another, strongly influencing the situation.

Rents were frozen in 1975, producing the current national renting and housing policies and permitting a financially weak population to remain in their social habitat by paying low rents. On the other hand, those political decisions did not enable owners to undertake any preservation works or to increase the value of their property. (Annexes 9/10)

In 1985, however, new legislation allowed for a rent increase due to an annual rising coefficient. That, nevertheless, did not induce the real up dating of rent values within current valid leases.

Nonetheless, in the case of extraordinary legal up dating, the new legislation laid down a rent allowance. That special kind of subsidy has rarely been used up to today, only regarding the above-mentioned case or extreme cases of severe tenant disability.

Those reasons may bring to light the contradictions and difficulties within urban conservation issues, together with the legal duty of the owners to undertake conservation work every 8 years, but not guaranteeing the appropriate financial means.

Finally, the physical constraints of the castle neighbourhood and its protected urban morphology (listed by IPPAR, the Portuguese Institute of Architectural Heritage) do not make it easier to make more space available, even with the diminished population. To provide the place with new and different functions and activities means increasing the capacity to act with tremendous creativity and improvisation.

Therefore a very determined kind of intervention is inevitable.

4. The Urban Regeneration Process

4.1. General concepts and prerequisites for the Urban Regeneration in Portugal and Lisbon

The reasons that led Lisbon Town Authorities to undertake the Urban Regeneration process were various.

Being under pressure by the population, and as a reaction and a response to the general reorientation within the problematic of the management of European and world cities, one of the main targets was to regenerate the deprived residential areas of the historical sectors of the city. There are included the issues of urban planning, the protection of the built environment and architectural heritage that were already affirmed in 1964 in the Venice Charter, and reaffirmed later in that of Petrópolis, in 1987, where: "this urban historical place must be understood in its operational direction of "critical area ", and not in opposition to the non-historical spaces of the city, as well as the city is a historical organism".

Since 1976, Portuguese legislation has permitted the definition of "Critical Areas of Recovery and Urban Conversion", characterised by the lack of urban infrastructures, social facilities, public space and green areas and on the other hand by the deficiencies of the existing building. This declaration safeguards and protects these areas, by setting up the therapeutic measures and attributes to the municipal and local administration the legal instruments to reduce the inherent problems of degradation efficiently.

The main purpose of the Urban Regeneration Policy of Lisbon City Hall was to keep the native population in their habitat, the historical sectors. This population is generally poor, aged and/or without alternative resources. Therefore this was in the 1980s an extremely progressive concept as a way to fight social exclusion. In addition, the intention was, to avoid the desertification of the historical urban areas and its turning into a service industry zone, at the same time stimulating and preserving the characteristic interchange and proximity of social and cultural relations, including local anchored commercial activity, making up components of a sustainable development within neighbourhoods.

In that way characteristics of the build up area were generally kept, restoring and consolidating pre-existent building, without carrying out significant alterations within the housing typologies and however insisting on the use of “traditional” materials and construction manners. Changes within the floor plans were only made in those cases where it became evident that the dwellings didn't possess any basic living conditions (toilets or kitchens).

From 1985, (anchored in the 1985 legislation) the Local Technical Offices (Gabinetes Técnicos Locais) emerge in the four historical areas of Lisbon, along with the office dedicated to the peripheral cores (former rural settlements). The Local Technical Offices had the assignment to manage and lead a local regeneration practice by occasional intervention, having however, the possibility of governmental funding, within the framework of the Urban Regeneration Programmes (PRU), launched in 1983 and reformulated in 1988, where the State's financial supports for regeneration works, infrastructures and public facilities were defined.

Still in 1988, the especial governmental programme, “RECRIA” (Regime Especial de Participação na Recuperação de Imóveis Arrendados) was launched (and updated in 2000), financing up to 65% of the total cost of works carried out on privately owned residential rented buildings. Furthermore since 1996 the “REHABITA” programme, guaranteed the financial support to the town authorities while intervening on buildings located in historical zones.

Within the scope of the above-mentioned programmes and prerequisites, urbanisation plans and detail plans to establish the parameters and base rules for an intervention in the urban areas, including the building, were drawn up by the Local Technical Offices, becoming multi-disciplinary teams. These plans respected the regulations and were components of the general city development plans (Planos Directores Municipais).

5. The Integrated Projects

In 1994, the Lisbon Town Authorities created the “Department of the Integrated Projects” (Divisão dos Projectos Integrados) that identified buildings or building complexes being architectural historical and cultural heritage and endowed with exceptional potentials. Planned interventions intended to be carried out in a fast and efficient way establishes and develops the concepts for anchor and exemplary projects. In this context the Integrated Castle Project, along with four others, is an exceptional case due its size.

In 1995 the Lisbon Municipal Agency of State-owned Dwelling Resources and Public Facilities (EBAHL) was founded, in charge of management within the city and within the Integrated Projects.

6. The Integrated Castle project

6.1. The founding

A part of the already described general evolution, there was another reason why especially the Castle parish was chosen for a global intervention. It is the approaching event of the EXPO'98 that draws the Central Government's attention to the city of Lisbon, and in particular to some of its reference areas, making up tourism attractions.

Already in 1985 the Castle neighbourhood has been declared to "Critical Area of Recovery and Urban Conversion" within the wider area of Alfama

and therefore in 1995 an intensification of the work on the parish took place.

The plenty of financial resources, available and legislation being conducive to regeneration processes, were favourable circumstances to put the Castle regeneration into execution.

In 1995, the City Hall set up a local team, the Castle Work Group, formed by 3 architects. This group was in charge of neighbourhood management, including planning and monitoring of all necessary interventions. During the process, the team increased and became multi-disciplinary, due the integration of technicians, as there were social workers, historians, engineers, jurists, sociologists, inspectors, budget specialists and appraisers.

Although the Castle area should have been affected by the sphere of influence of the already existing Local Technical Office of the “Alfama”, only a few interventions were carried out within the Castle neighbourhood up to the creation of the Integrated Castle Project in 1995.

6.2. The programme and the future vision

Considering all these presuppositions, it was the decision of the town authorities to undertake profound action within the castle parish with special regard to the state of disrepair of the built up area.

While pursuing this idea, political decisions were taken again in order to promote tourism activities within the global area of intervention, this time including the residential neighbourhood in the concept.

Within the idea to establish a strengthened link between the castle parish and surrounding urban areas, the plan of some kind of a socio-cultural ring was born, situated around the walled part of city. That ring was supposed to include and revitalise different commercial premises as well as cultural and academic institutions near by.

A part of this idea, an action plan for the main intervention was carried out, bearing in mind the entire restoration of all castle buildings and fortifications inclusive of the partial re-establishment of the former walk along the battlements. That “reborn” way shall draw tourist streams by surrounding the southern part of the neighbourhood and, finally, run into a courtyard proposing the further itinerary through the residential part.

Furthermore, the action plan aimed at making the monumental area figure as a tourist attraction complied with contemporary conceptions regarding the millions of expected visitors during 1998.

Therefore the plan came into being to provide this area with special facilities, as there is the “Ulysses Tower” periscope, allowing for an all round view and special zooming onto the city; and a remarkable new form of museum was established: The City Interpretation Centre “ Olissiponia”.

The main goal in the residential part of the parish, however, was to provide basic but adequate housing and living conditions, taking into consideration the current demands of the resident population. That meant equipping the accommodation with bathrooms and kitchens, avoiding profound changes within housing typologies. Nevertheless, there was the idea and intention to create prerequisites that induce young people to choose that area to live in.

In addition, one reckons with socio-cultural revival due to several planned special interventions in different points of the neighbourhood. Those are the “Casa do Governador” as the office of the local municipal administration (Junta da Freguesia), library and medical point, and the “Patio da Pascácia” a sort of building ensemble to be used by the local above-mentioned associations and at the same time providing multifunctional spaces for the neighbourhood.

In regard to economic growth the “Rua de Santa Cruz”, one of the main arteries of the residential part, has been chosen to undergo a major change, through a quite remarkable abundance of planned retail trade and gastronomic premises. Those are mainly aimed at the tourist, walking across and heading for the revitalised main square, passing through the residential part, once again.

However, there is only the supposition rather than a guarantee, that local people will be integrated into this new economic situation, intended to bloom.

On the other hand, the “Patio das Cozinhas” another palace-like building, shall be turned into a little hotel (30 beds), inviting visitors for a long stay and increasing consumption of the different offers.

Finally, the planned opening of two portals within the walls in the inner side of the parish may create desired new connections between the residential and the monumental area.

The resurfacing of streets and squares and total renovation of all underground facilities is planned as well as the complete refurbishing of public spaces.

All those efforts show willingness to awaken the residential neighbourhood and to include it within the framework of future development. (Annex11)

6.3. Economics, financing and beneficiaries

The carrying out of the work has been possible through the support and collaboration of the following financing programmes:

- PROCOM (community fund for revitalising commerce in urban areas), bearing costs of the improvement and renovation work on commercial premises, the equipment and vocational training of the agents involved

- PROCOM/URBCOM (community fund for the re-qualification of public space), financing of resurfacing works, rearrangement of public spaces and including new urban fittings
- FUNDO DE TURISMO (community fund granted by the Ministry of Culture) bearing costs of exterior refurbishment of façades and roofs of all buildings
- RECRIA/REHABITA (joint funding systems awarded by the National Institute of Management of State-owned Dwelling Resources, (IGAPHE) and the Lisbon City Hall) financing up to 65% of the total cost of works carried out on privately owned or municipal residential buildings (in the case of rental contracts pre-dating 1980) including reduction of Value Added Tax at 5% of the total cost of works on recuperated buildings with State support
- LEI DO MECENATO, allowing sponsorship by private companies (CIN supplied construction materials and CEPESA sponsored the preparation of the architectural projects)

Therefore the most important beneficiary of the Castle intervention is the local population.

As for the owners, they benefit from loans and funds established in above-mentioned programmes. They are not responsible for re-housing tenants during the construction works. They are also exempt from planning, study and administration costs. At last the municipality prepares the entire administrative, very autocratic processes to apply for funding for them.

As the project is to be done by groups of houses, costs are scaled down which is another benefit. The City Hall assumes immediately the charges of the construction works while bearing all resting costs. There were established special conditions to make it easier for the owners to pay back the loans within 10 years.

However the following points define the owner's contractual obligations.

- The City takes administrative possession of the buildings during the regeneration work.
- It is forbidden to increase the rents after the conclusion of the work if it is higher than the "Social Rent ". (The "Social rent" is normally used for municipal buildings and is calculated according to the tenant's economic situation and income).
- The buildings that were regenerated by the municipality can only be alienated after repayment of all awarded municipal loans.

The contract also states that the owners who do not join the project lose their rights to financial support as defined in the above-mentioned conditions.

6.4. Work in progress

The property in the Castle is mainly privately owned. At the beginning of the process, the municipal property was minimal, but increased during the works to a relation of 20% against 80% for the private sector. That means that around 18% of the accommodation is municipal against 82% private.

The buildings that became municipal were purchased by means of expropriation, a legal right established since 1948 (amended in 1975), in case of the owner's refusal to undertake regeneration or conservation work or by a decree that declares private property to be indispensable to serve a public purpose. At last another reason was, that the municipality has the option of purchase in the case private owners want to alienate their property what made up the majority of cases within the castle neighbourhood.

It was a clear option for the town authorities to buy property to re-house the population, as well as a way of guaranteeing a social miscegenation in the Castle area in future times. Those houses are always subject to a "Social Rent".

The first schedule for the Castle project was set up for 4 years, to be finished in 1998.

In the monumental area, the works and the restoration went in tandem with those done in the residential area. The more important objects were achieved.

In the residential part, the works were divided in 4 phases that grew to 5 during the process. Each one of them had to deal with a group of buildings.

The deadline in this part of the parish has been considerably overstepped.

After almost eight years since the start of the Integrated Project, only half of the buildings have been refurbished, at costs far in excess of the estimated, and about one third of the population is being temporarily re-housed outside the quarter, with the social and economic consequences that such a situation brings. (Annexes 12/13)

Looking into the reasons of the delay of construction works, in the present study, it becomes clear that the physical conditions of the buildings were not properly analysed. Even considering the difficulty of their being occupied, the architectural and technical survey could have been carried out in order to discover reasons and origins of building's pathologies and faults. Technical means and manner are not lacking nowadays.

Even surveying only the 20% made up by vacant houses, it would have been possible to obtain an over view of the problem and, as a consequence estimate the costs and the schedule of the works in a more proper way.

Only after the conclusion of the first phase (the Rua do Espírito Santo), and facing the pre-existing pathologies joining the new ones, caused by the lack of appropriate projects, there started the difficult political process of approaching an assessment of the works' methodology.

Apart from the aforementioned problems, and the concept of using traditional construction techniques that are mostly justified by the pre-existing building pathology, and their historical characteristics, a work's budget was established that should not exceed the costs of new

construction. These political conceptions were publicly shown but it was surly difficult to defend them.

Furthermore, the shortage of building contractors being acquainted with traditional construction manners was not considered. This was another reason for the inflated construction costs. In addition, one had to face the absence of qualified planners within the aforementioned field. These problems have their roots in the disappearance of traditional construction manners from the Portuguese building and construction industry almost 50 years ago.

These factors were only one part within the further problem to combine knowledge and rules of contemporary construction manners with the wisdom of the former centuries. Therefore the control and inspection of works was not an easy matter and at last it became neglected and imperfect.

In quality terms, the results are there to be seen and need no illustration. An additional outcome is a wearing out of the population and the frustration of good will, positive energies and idealism.

During the ongoing works, there was some reflection in order to complete the castle parish by further facilities. Since then, apart from a museum devoted to a complex of Arab silos, discovered during the regeneration works, it has been decided to link the re-established walk along the battlements to a site provided with retail trade and workshops putting some of these at local craftsmen's disposal.

On the same site is planned an interpretation centre and a playground, aimed at local and visiting children. A reopened portal near by within the city walls shall establish a direct access to this specially revitalised part of the castle neighbourhood.

Notwithstanding, all existing or future premises were planned in a relatively shortsighted way. They are not related, except by tourism, to the surrounding quarters (Alfama and Mouraria), and the City as a global

organism. At last, the above-mentioned idea of a socio-cultural and commercial ring around the Castle has also been forgotten. (Annex 14)

Regarding the aim to turn the castle neighbourhood into a pedestrian precinct and the therefore obvious being lack of parking space, there are ideas to build a two-storey car park in a limited area with a capacity of only 30 cars.

Bearing in mind the real necessities of the current and, in particular, the future population, there has to be found another solution, taking into consideration a global approach within the different adjacent urban areas.

It is so far not planned to enrich the Castle parish by strategic facilities and services important in putting the Castle area on the City route, as it remains a place where the Lisbon population does not need to go.

6.5. Partnerships, leadership and the participation of the people

During the process, several public partnerships for the achievement of the goals within the Castle intervention were set up.

The town authorities, apart from being the promoter and leader of the process, were obliged, in specific cases, to ask for external reports when some archaeological remains were found, and the work had to stop until the proper authorities carried out studies. The responsible partners were the Portuguese Institute of Architectural Heritage (IPPAR), the Archaeology Institute (IPA) and the National Monuments Institute (DGEMN).

The Portuguese Institute of Architectural Heritage had the major role among these institutions. The area being protected and classified, this partner had to approve the projects, before they could proceed.

This was not always a pacific situation because the needs are not always compatible with both side's demands, in some cases the projects were postponed, this being one more delay in the schedule.

It is also important to refer to the relationship between the Castle Work Group and the other municipal departments concerning public space and environment. Another partnership-like relation was established to the public and private institutions, responsible to approve all different infrastructure projects, and with whom an efficient way of communication has been developed.

Another important party is the municipal agency, EBAHL, mentioned above, responsible for the management of all facilities in the monumental area as well as the municipal houses in the Castle parish. This partner has been actively collaborating within the process of the intervention. The outcome of this partnership is however doubtful.

Only one private company acted within a fruitful way with the municipality, (apart from the two sponsors), creating a hotel (Pátio das Cozinhas, aforementioned) inside the urban fabric. In this case it was also possible to guarantee same jobs for local inhabitants.

Regarding employment issues, there was an especial agreement with the building contractor of the 1st and 2nd building phase that made it possible for lots of local people to get gainfully employed.

On the other hand, as the process was unequivocally carried out, within the Lisbon town administration, the project management did not encourage a sharing of responsibility and leadership. The municipality assumed responsibility for and conducted the whole process.

Assuming at the same time total financial responsibility constrained the role of private investment. Even when private owners of residential houses wanted to invest, exceeding the work's budget, the concept that projects have to comply with parameters of council flat, did not allow any flexibility.

Nevertheless, the owners were consulted and the projects discussed together.

The residents, as the main beneficiaries have had more influence in the definition and decision about "their" dwellings than the owners. There is a

more favourable situation for the Town Authorities. The tenants have only one goal: coming back to their own improved houses as soon as possible.

In that way, each project change was patiently and meticulously discussed with the residents until consensus was achieved.

The municipality acted with the same special attention towards the elderly, explaining the need for temporary re-housing, while the renovation work was taking place.

Many families were re-housed in municipal accommodation or in prefabricated houses. In those cases, the Town Authorities met the costs of water and electricity consumption. Additionally, there was the possibility of financial support to buy a monthly public transport pass allowing the residents to go to their work places as well as to come back to the temporary residential area.

It was also decided to give financial support to all families in finding their own re-housing in the adjacent or other urban areas for the duration of the regeneration works. This support was between 400 and 600 euros, according to the family's circumstances and income. In the socially difficult cases, the municipality made all efforts to re-house people within the Castle district.

As for commerce, different methods for temporary premises were adopted, according to their activities as well as their dependence on the site. So it is possible to distinguish 3 types of commercial re-accommodation:

- Activities dependent on local customers, such as the grocers and chemists, were given temporary premises inside the district.
- Activities dependent on the surroundings, working in the district but not depending on it and working well outside the area (such as handicraft shops) were given kiosks to operate in.
- Activities working independently of their location were given financial support for finding their own temporary premises.

If it is true, concerning the population, that there was individual attention, it is also true that there was no means of effective communal expression found for the general planning and future destiny, including the questions of public space and facilities.

The process of the Castle regeneration started with a public presentation of all previously defined aims, benefits, rights and duties of everyone involved.

In spite of the City's efforts and initiative, in personal and dedicated discussion of every single project, the potential and creativity that a public discussion suggests in terms of finding solutions was not made use of. Both, the municipality and the residents were not able to transform a public session into a work session in which it were possible to question the most urgent and important matters within the neighbourhood.

There was, nonetheless, a public institution in the neighbourhood with potential and specific authority in the participation process: the "Junta de Freguesia", or local council, elected at the same time as the City Council. In this regeneration process, it acted as both, an interface and representative of the local population's interests. The "Junta de Freguesia" had a relevant role to play and is the highest level of proximity between the public authorities and the population. It acted as a mediator in conflicts between the residents and the municipality. This local council, however, had its own programme of policies to carry out.

Mediation is not easy if we consider the relative passiveness and pliant nature of the population that, on their own initiative, were unable to create synergies and means of expression as a whole. The fact that the project was carried out with particular attention to the residents did not help them to go beyond themselves and create a collective participation producing group demands and collective suggestions that could bring solutions.

6.6. Monitoring and periodic evaluation

This dynamic and, in many ways, innovative project in its current and historical reality, clearly located in the Portuguese political and social situation, is not framed within current monitoring, analytical and reflective criteria on sustainable development.

There is, however, a periodic evaluation of the Castle regeneration process and of its performance that comes from the administrative supervision and it is done by the evaluation of works and schedule fulfilment. The social aspects are assessed on the return of the residents to their accommodation. (Annex15)

6.7. Conclusions and future visions

The measures adopted and implemented to benefit due urban and housing regeneration in the Castle neighbourhood require a critical over view.

Envisioning what the Castle parish will be in the future, as it is currently structured, there is still the need to respond to the necessities of the present and future population in terms of housing.

There is a lack of logically linked mid and long-term views, which consider the necessary conditions for the maintenance of the regenerated urban area and its economic and social sustainability.

Finishing the works, and with low rents (“social rents”) continuing, it is understandable that future maintenance is not an easy task. This situation doesn’t allow the municipality to delegate responsibilities to owners and tenants. Neither does it promote the autonomy and independence of these agents. On the other hand, it is not clear that this will lead to successful solutions in fight against social exclusion.

What will be the economic behaviour of the buildings in the mid-term and long-term, in an inevitable situation where people change because of the

population's age? Are the regenerated buildings in condition to fulfil their function in the future and be allocated to new tenants with new demands for comfort and infrastructures different from the current ones?

A "new tenant", - a new profile of the Castle inhabitant is already appearing, necessarily with other characteristics to which the process must also draw its attention.

It is nevertheless necessary to see what are the vocations of the current population and in which fields and services they can be more usefully integrated.

On the other hand raises the question, who will be the future population, and what will its social, economic and cultural level be?

The scenarios can change from a society of single people or couples without children, to students or even the same impoverished population.

The last mentioned situation, however, would nullify municipal efforts to buy houses as a guarantee of the healthy miscegenation.

It is necessary to understand how it is possible to improve the local economic situation and how, in fact, to create a healthy, social diversity that helps to increase the economic growth, anchored through local energies, in the neighbourhood or in adjacent urban areas and within the context of City development.

New methodologies of evaluation must be used to understand whether social exclusion is being strengthened or not, or if a balanced level of integration and social miscegenation is being achieved, applying and developing local indicators in comparison with the City indicators.

In addition, it is also important to know what is the municipality's future income and budget.

However, and in accordance with the reality of the Castle process, and the questions that it raises, it is necessary to ask for, how the Castle neighbourhood and its population will live in the future.

Here we are facing an incognita; there are few studies and research works done about this subject. Interested investors are not to be seen, employment and education programmes for this or a wider area are unknown, incitement to invest or to create local diverse enterprises are missing. The current reality and the present project in progress cannot ignore the future, and so there is a need to prepare the urban fabric for new economic approaches and a new generation of tenants that will create a more prosperous community.

Therefore in very recent time the new Lisbon Municipal Council decided to restructure the city council's departments. The "Castelo Project Unit" was created and its aim is to complete the current ongoing project.

As Castle project is one of profound urban regeneration where the new Lisbon Town Authorities has imposed a strategic change to realise the rest of the project in order to make housing and the urban fabric more appropriate for the future. In other words the general modernization of housing typologies is a new goal.

This is not an easy task considering that at present there is no longer the 20% of empty accommodation as a result of the moving of a part of very deprived population in the regenerated houses. That means it is necessary to find alternatives to achieve the goal according to the habits, rights and will of affected people.

It is planned to reduce administrative procedures as well as the time of construction works, due carrying work out on single buildings and no longer on groups. These measures demand special caution and evaluation because of the need of (public) space by the necessary workshops. Therefore it is useful to think about logistics as well as about financial matters and consequences.

It is important to explain that the reality and practice of the Integrated Castle Project is not transmissible to other historical areas where the practice has been carried out through occasional interventions in the buildings as well the public space.

In terms of the future, new legislation is in preparation that will reformulate the national urban regeneration programmes that foresee new mechanisms and operational approaches to optimise the investment according to the needs and the agents involved.

The urban regeneration process applies to an integrating action; there are several urban regeneration programmes, several programmes for social and economic development as well as for heritage safeguarding. It is necessary to use them from the vast perspective of the urban regeneration problematic.

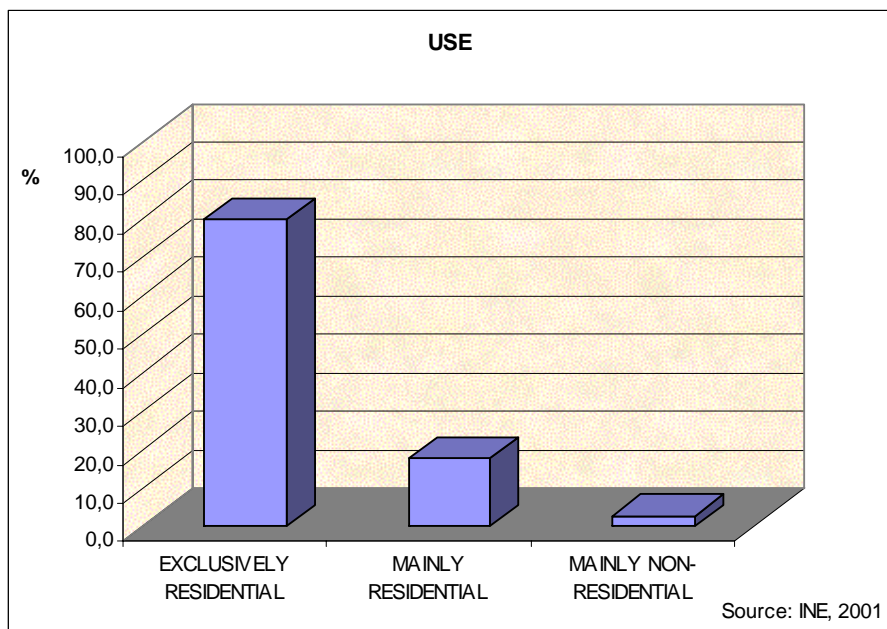
It will also be necessary to promote the correlation between owners, economic agents, investors within their own resources and existing funding.

Annexes:

Annex 1

Castle parish Buildings according to use	N	%
Exclusively residential	90	79,6
Mainly residential	20	17,7
Mainly non-residential	3	2,7
Total	113	100,0

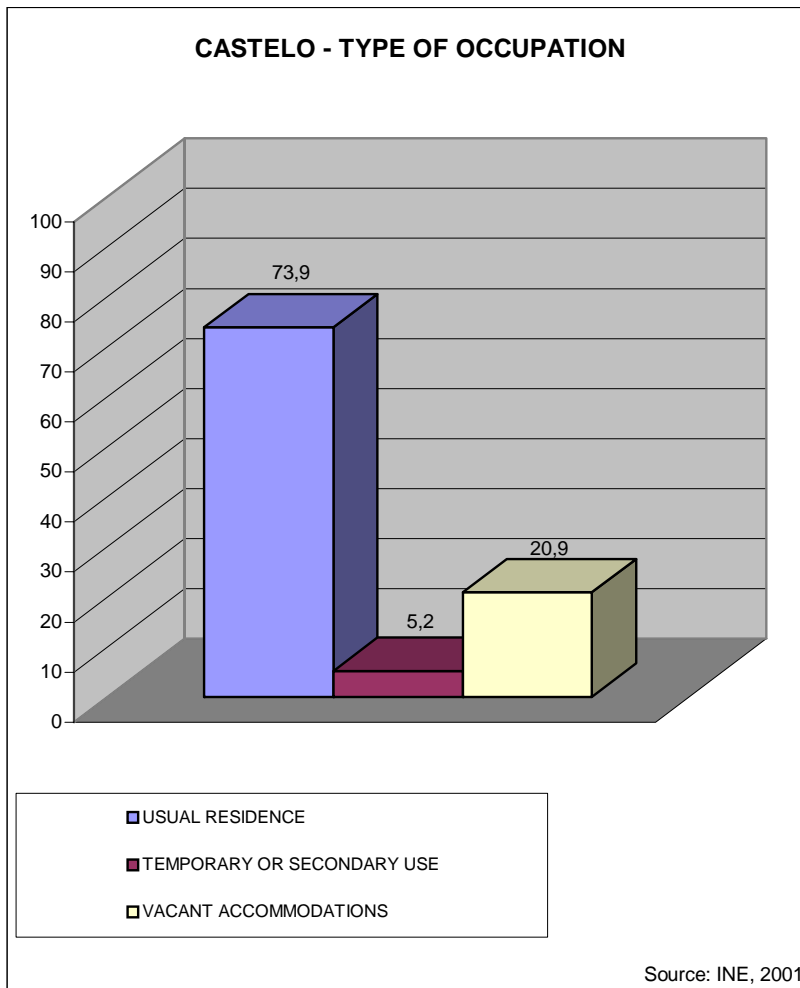
Source: National Institute of Statistics, 2001



Annex 2

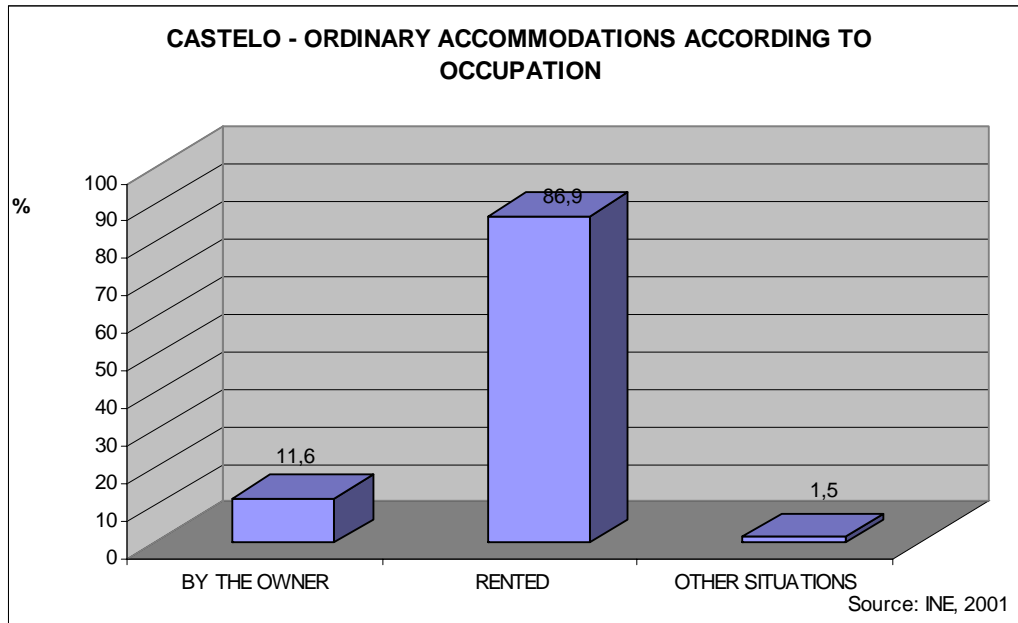
Castle parish -type of occupation	N	%
Usual residence	269	73,9
Temporary or secondary use	19	5,2
Vacant accommodation	76	20,9
Total	364	100

Source: INE, 2001, National Institute of Statistics



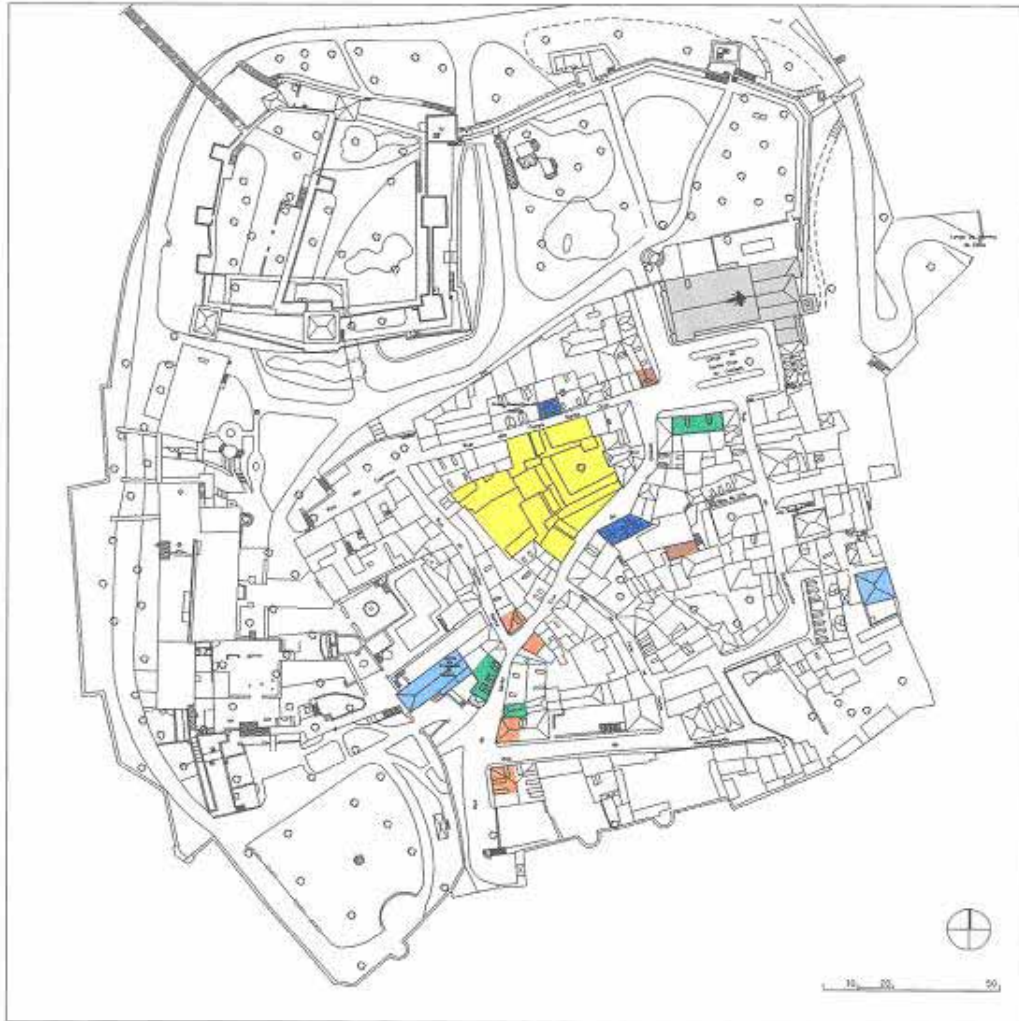
Annex 3

Castle parish - accommodation		N	%
By the owner		31	11,6
Rented		231	86,9
Other situations		4	1,5
TOTAL		266	100
Source: INE, 2001, National Institute of Statistics			



Annex 4

Castle parish – existing premises and facilities before 1995



Legend:

Primary School

Gastronomic premises

Retail shops

Public/ Administration facilities

Socio-cultural facilities

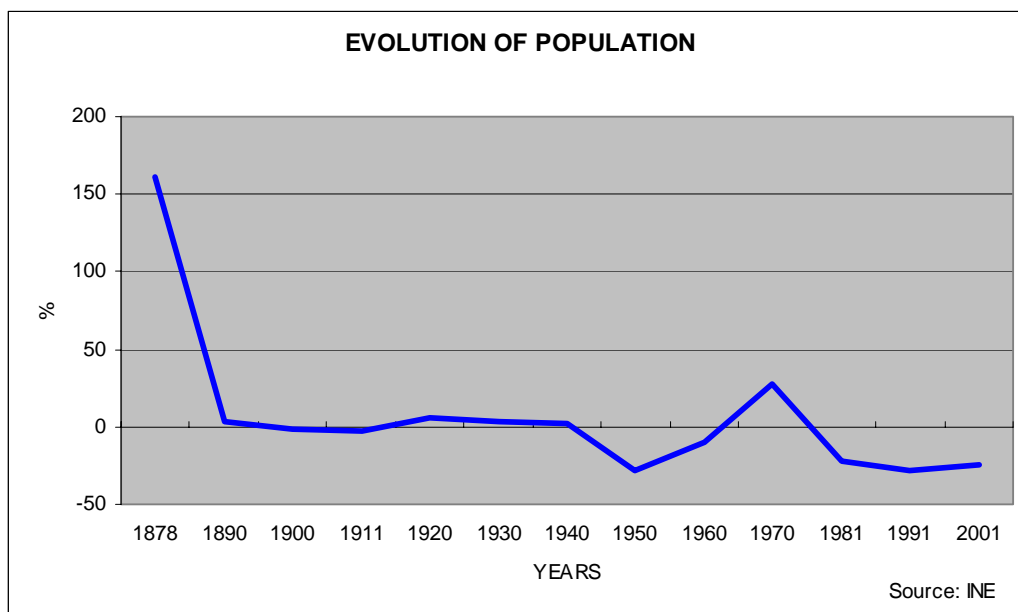
Workshops (craftsmen)

Annex 5

Castle parish – Evolution of the population between 1864 and 2001

	Population	Variation
Years	Nº	%
1864	1007	
1878	2627	160,9
1890	2725	3,7
1900	2691	-1,2
1911	2621	-2,6
1920	2767	5,6
1930	2848	2,9
1940	2924	2,7
1950	2091	-28,5
1960	1890	-9,6
1970	1365	27,8
1981	1068	-21,8
1991	773	-27,6
2001	587	-24,1

Source: National Institute of Statistics (INE)

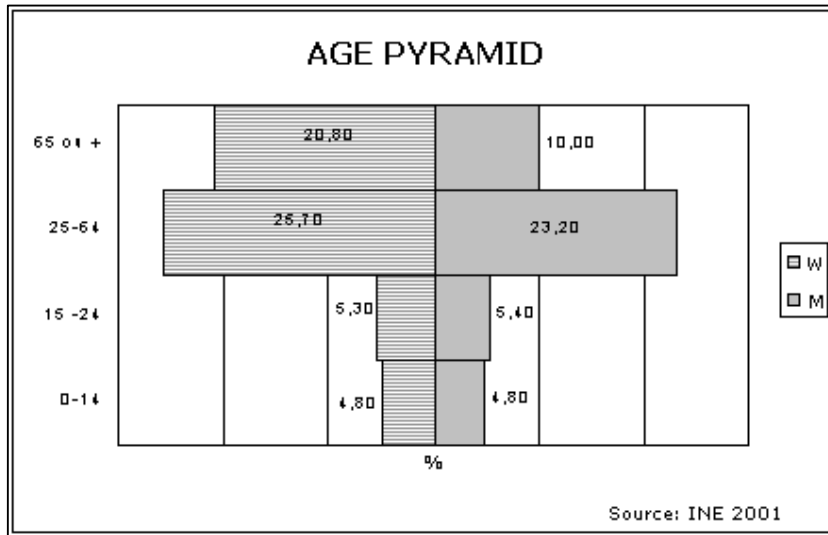


Annex 6

Castle parish – age groups

Age groups	Individuals					
	MW		M		W	
	N	%	N	%	N	%
0 to 14	56	9,5	28	4,8	28	4,8
15 to 24	63	10,7	32	5,4	31	5,3
25 to 64	287	48,9	136	23,2	151	25,7
Over 65	181	30,9	59	10,0	122	20,8
TOTAL	587	100	255	43,4	332	56,6

Source: National Institute of Statistics (INE), 2001

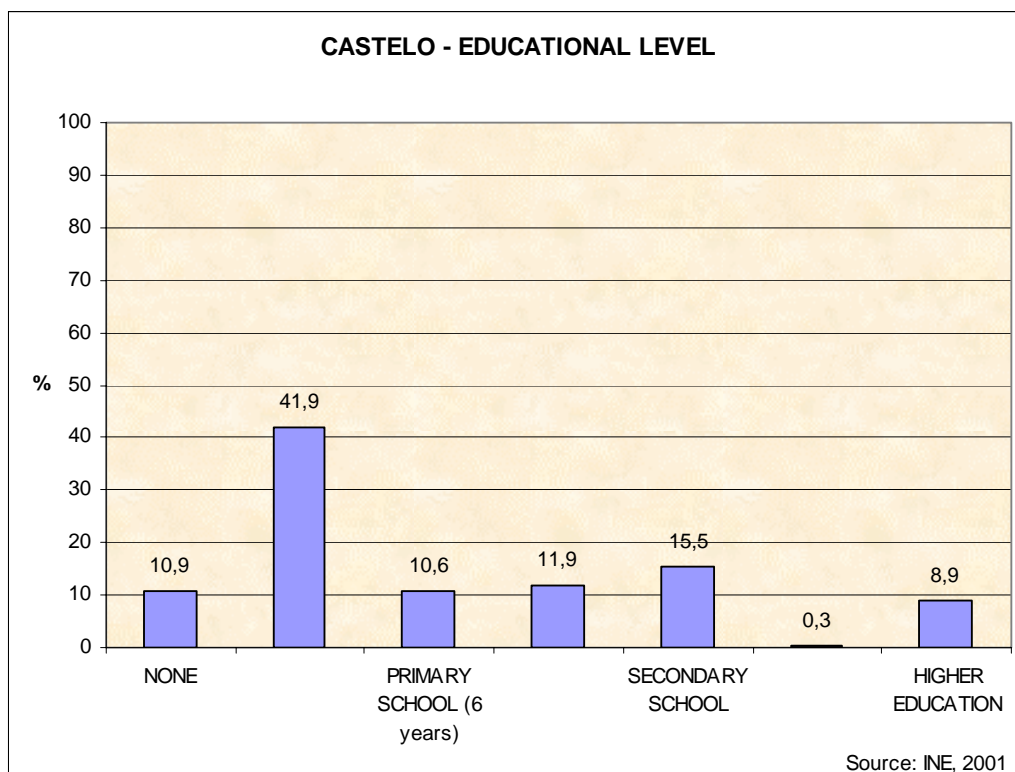


Annex 7

Castle parish – educational level

Educational level	Individuals					
	MW		M		W	
	n	%	N	%	N	%
None	64	10,9	18	3,1	46	7,8
Primary school (4 years)	246	41,9	94	16,0	152	25,9
Primary school (6 years)	62	10,6	31	5,3	31	5,3
Primary school (9 years)	70	11,9	43	7,3	27	4,6
Secondary school	91	15,5	41	7,0	50	8,5
Medium education	2	0,3	0	0,0	2	0,3
Higher education	52	8,9	28	4,8	24	4,1
Total	587	100	255	43,4	332	56,6

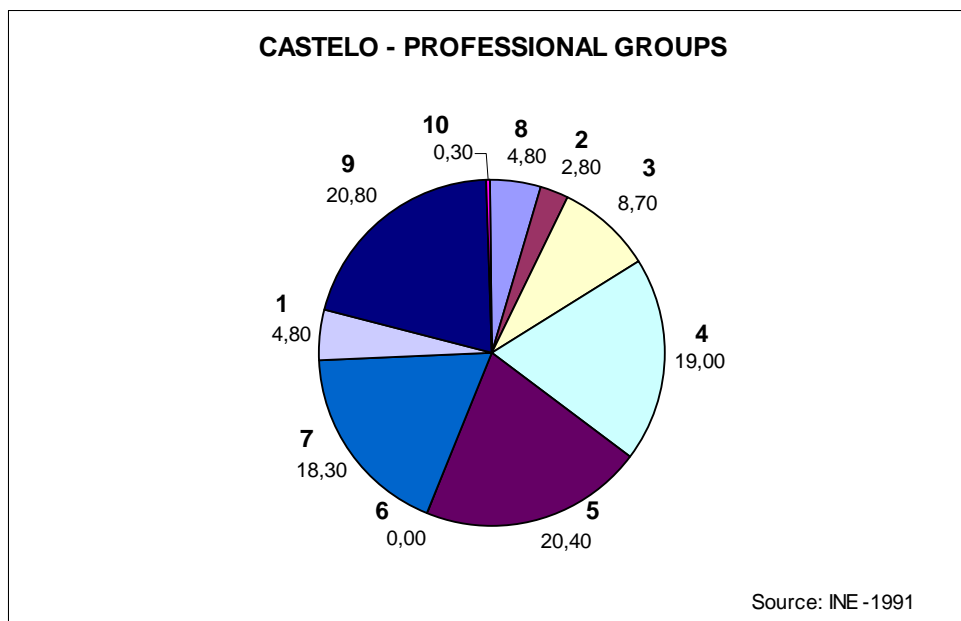
Source: National Institute of Statistics (INE), 2001



Annex 8

Cod.	Castle parish - professional groups	N	%
1	Public and private managers	14	4,8
2	Intellectual and scientific work	8	2,8
3	Technical work	25	8,7
4	Office clerks	55	19,0
5	Security, restaurants and bars and home services	59	20,4
6	Agriculture and fishing	0	0,0
7	Industry and craftwork	53	18,3
8	Industry - qualified work	14	4,8
9	Agriculture, industry, commerce and services - non-qualified work	60	20,8
10	Army	1	0,3
	Total	289	100,0

Source: INE, 1991, National Institute of Statistics

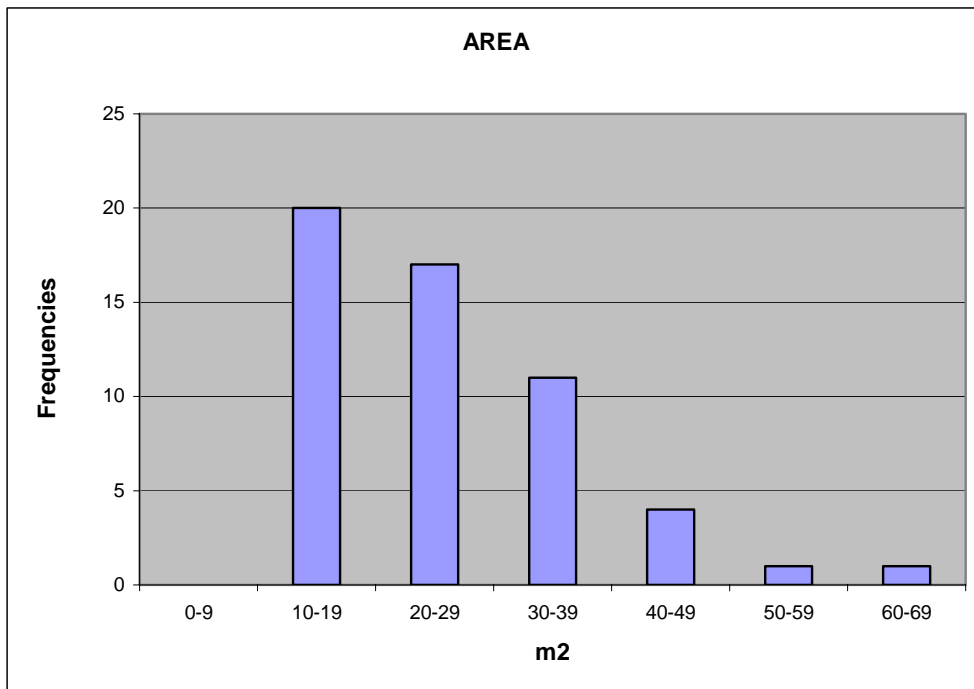


Annex 9

Castle parish – accommodation space/area (e.g. Rua do Espirito Santo)

Areas (m2)	Frequencies
0-9	0
10-19	20
20-29	17
30-39	11
40-49	4
50-59	1
60-69	1
Total	54

Source: PIC, CML

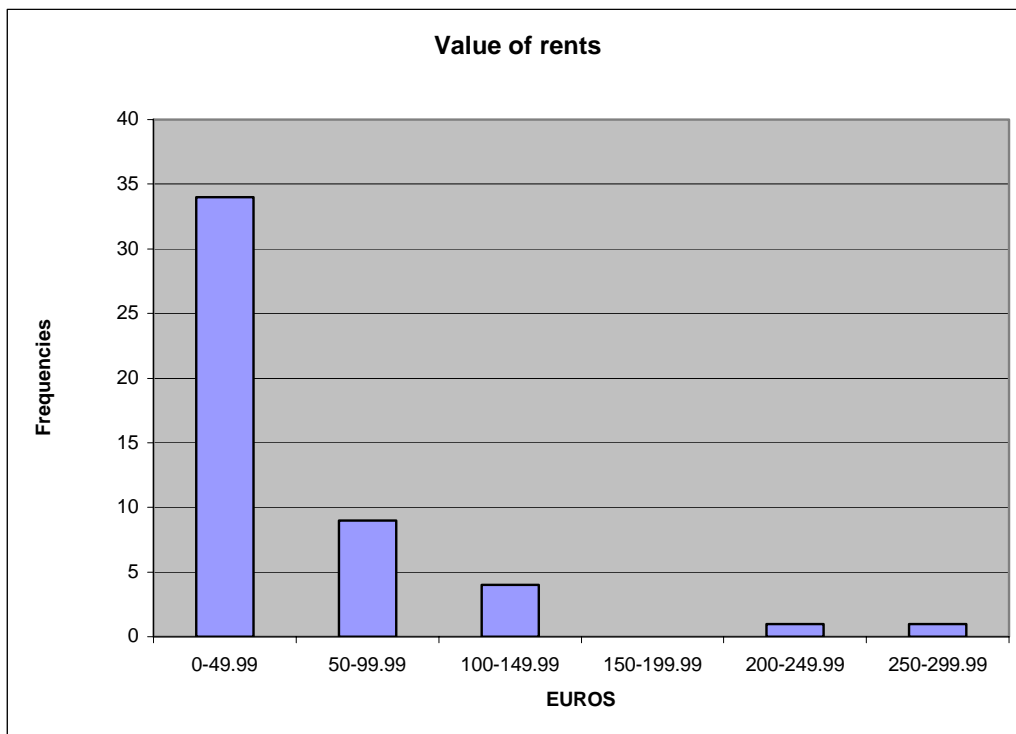


Annex 10

Castle parish – value of rents (e.g. Rua do Espirito Santo)

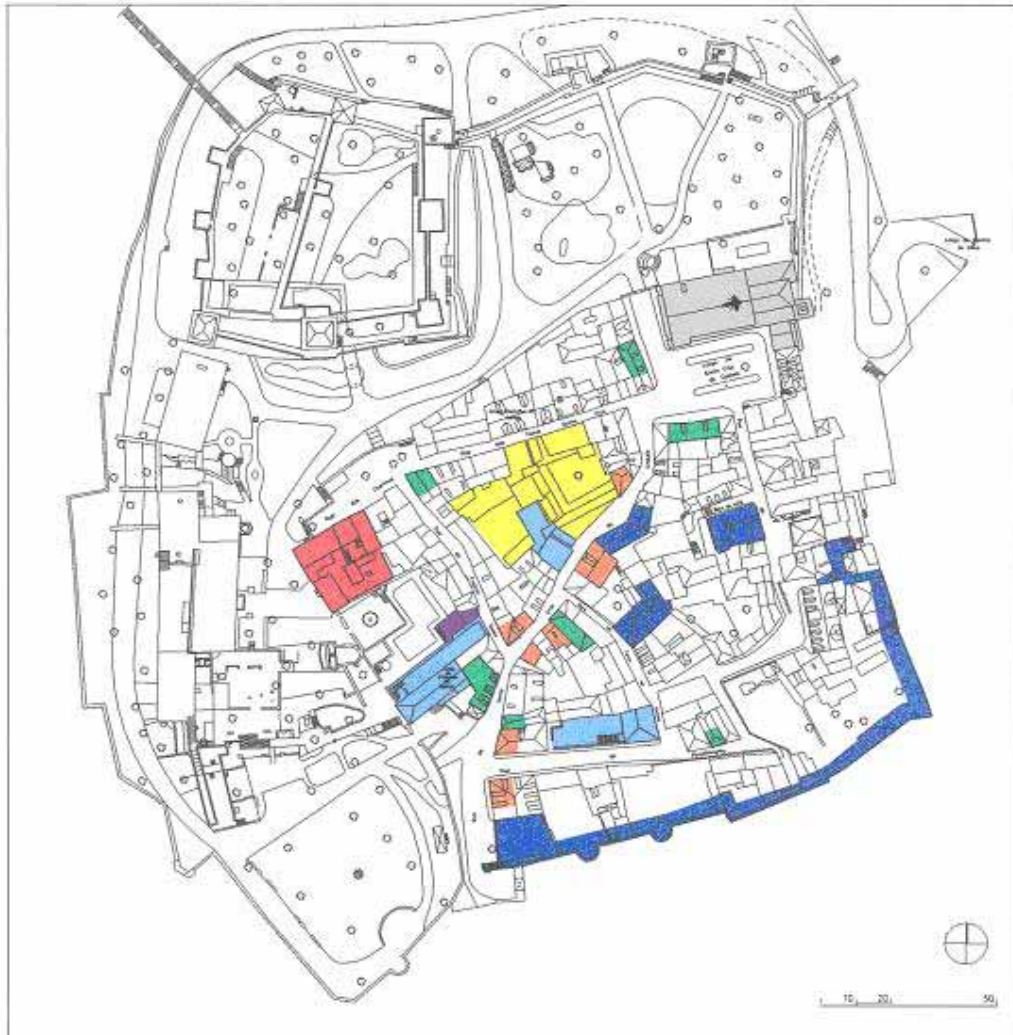
Value Escudos)	Valor (Euros aprox.)	Frequencies
0-9.999	0-49.99	34
10.000-19.999	50-99.99	9
20.000-29.999	100-149.99	4
30.000-39.999	150-199.99	0
40.000-49.999	200-249.99	1
50.000-59.999	250-299.99	1
Total		49

Source: PIC, CML



Annex 11

Castle parish – premises and facilities, planned in 1995



Legend:

Primary School

Gastronomic premises

Retail shops

Public/ Administration facilities

Socio-cultural facilities

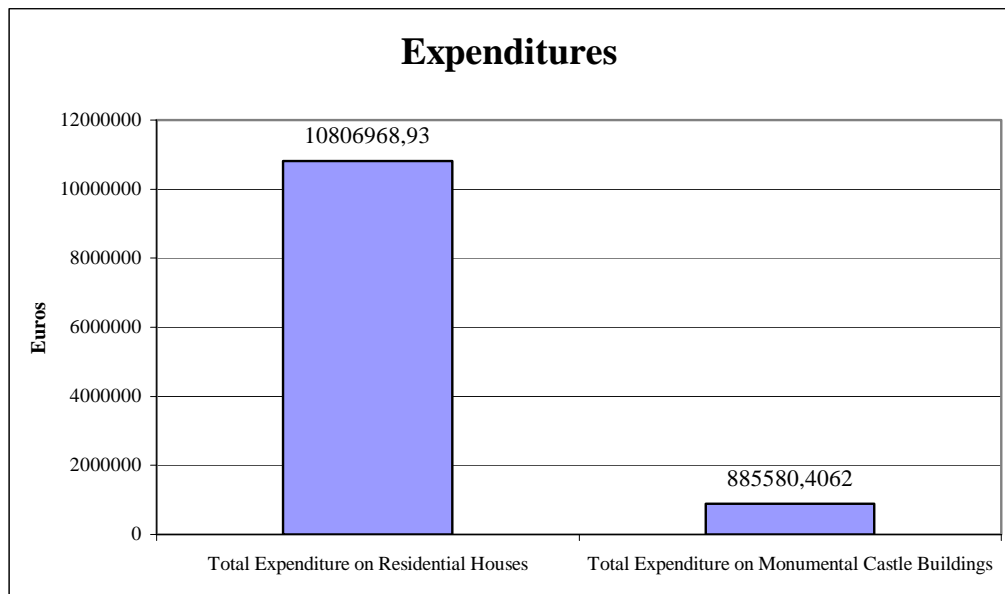
Workshops (craftsmen)

Hotel

Medical point

Annex 12

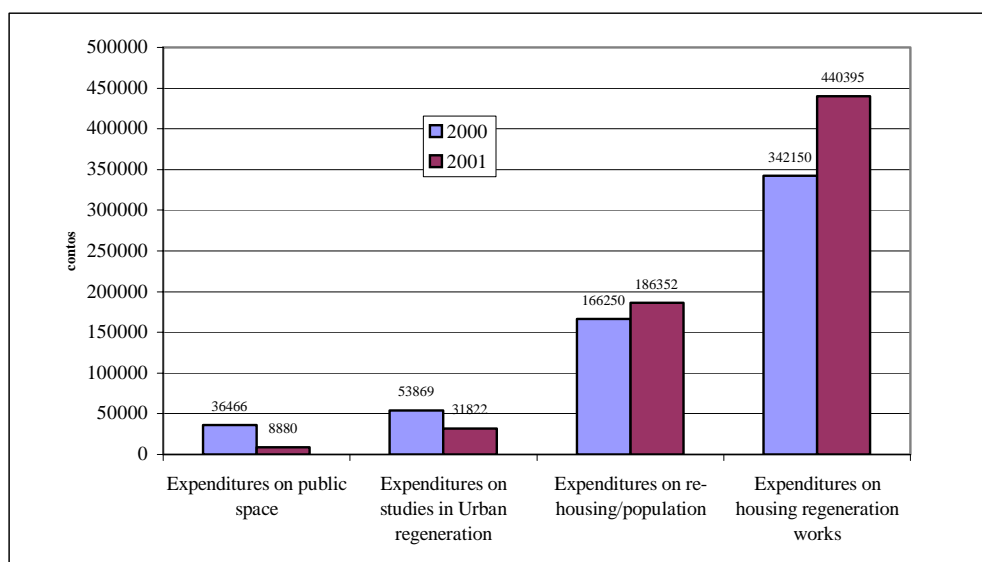
Castle parish – Expenditures (up to 2001)



Source: DAT, CML

Annex 13

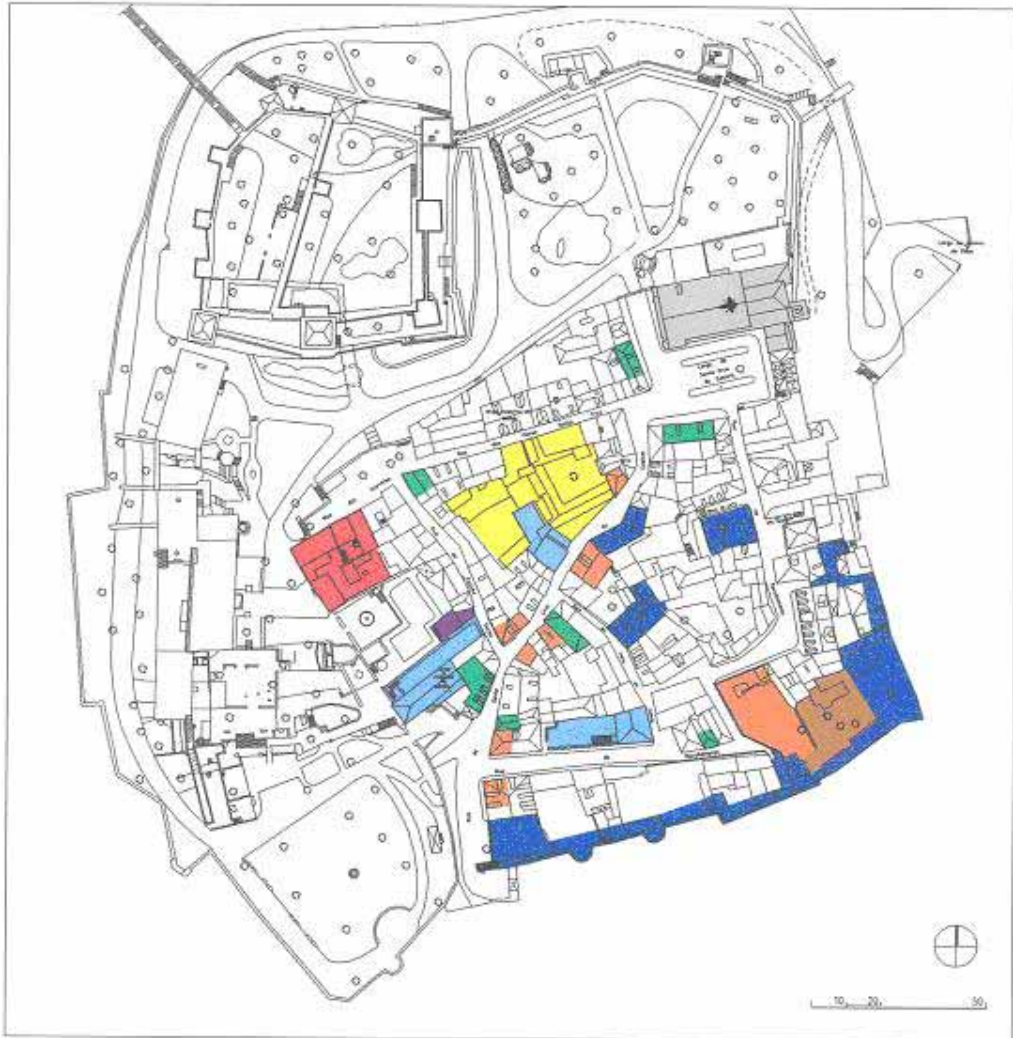
Castle parish – Expenditures (e.g. 2000/20001)



Source: DAT, CML (200,482 Escudos =1 EURO, 1 Conto = 1000 Escudos)

Annex 14

Castle parish – premises and facilities, planned in 1995 and during the intervention



Legend:

Primary School

Gastronomic premises

Retail shops

Public/ Administration facilities

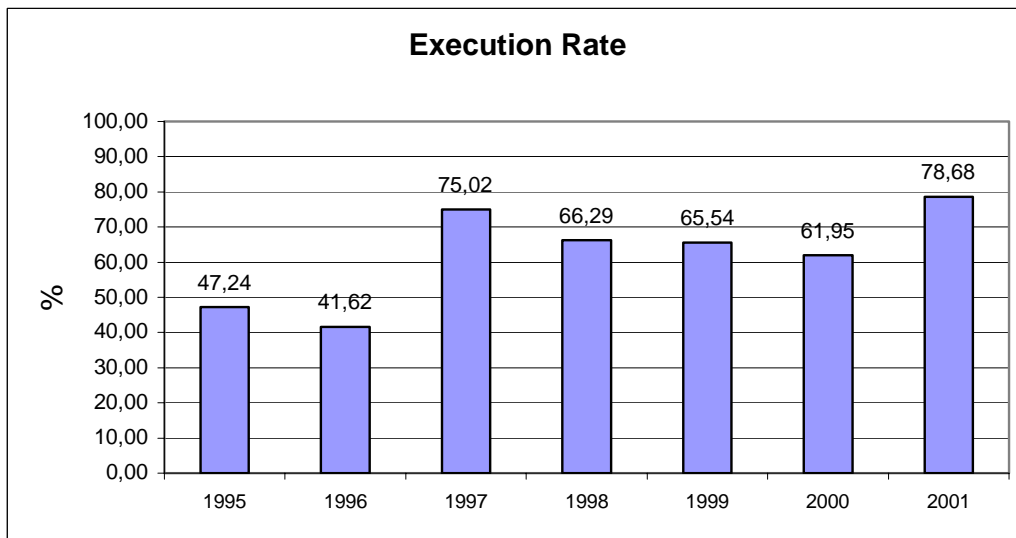
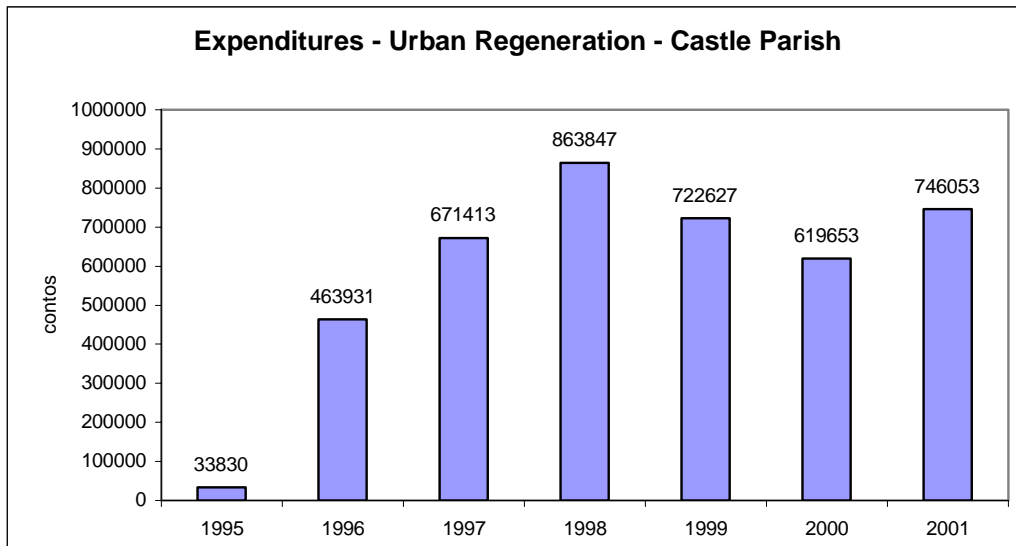
Socio-cultural facilities

Workshops (craftsmen)

Hotel

Medical point

Annex 15



Bibliography:

- Um olhar sobre o Castelo de São Jorge/ Século VII A.C. Século XX (Câmara Municipal de Lisboa, Pelouro da reabilitação Urbana dos Bairros Históricos, 2001)
- Lisboa, Reabilitação Urbana – Núcleos Históricos (Câmara Municipal de Lisboa, pelouro da reabilitação dos Núcleos Históricos, 1993)

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