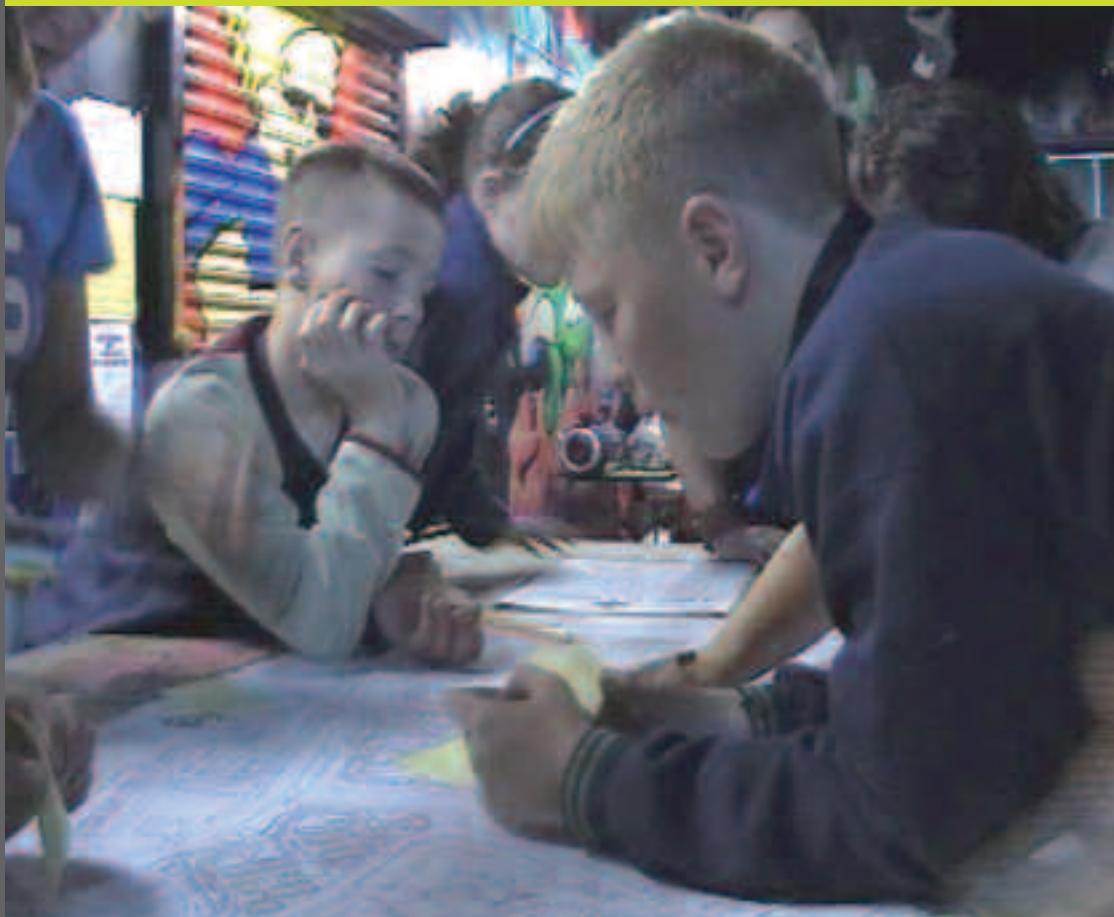




Investing in  
**Heritage**



A Guide to Successful Urban  
**Regeneration**



PROJECT PART-FINANCED  
BY THE EUROPEAN UNION



North East South West  
**INTERREG IIIC**



## Investing in Heritage – A Guide to Successful Urban Regeneration



EUROPEAN  
ASSOCIATION  
Historic Towns & Regions



PROJECT PART-FINANCED  
BY THE EUROPEAN UNION

North East South West  
**INTERREG IIIC**

This report is dedicated to the memory of Kjell-Ove Eskilsson, the former Director of the Göteborg City Planning Authority who died on 10 May 2006. He was both a keen promoter of heritage led regeneration and a strong supporter of the work of this project

Edited and compiled by the European Association of Historic Towns and Regions (EAHTR) with and on behalf of the INHERIT partners – the cities of Belfast, Göteborg, Gdansk, Newcastle upon Tyne, Úbeda, Verona and Queen's University Belfast

EAHTR is a network of historic cities, formed by the Council of Europe in 1999. Its aims are to:-

- Promote the interests of historic and heritage towns across Europe
- Identify and share experience and good practice in the sustainable urban conservation and management of historic areas
- Facilitate international collaboration and co-operation between towns and cities and other involved organisations.

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On behalf of the INHERIT partner organisations-  
EAHTR, the City Councils of Belfast, Göteborg, Gdańsk, Newcastle upon Tyne, Úbeda and Verona and Queen's University Belfast

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# PREFACE

There has historically been a lack of evidence and good practice guidance to convince many cities and stakeholders of the benefits of heritage led regeneration and to show how this can be delivered and achieved.

The INHERIT project, led by the European Association of Historic Towns and Regions in partnership with the cities of Belfast, Newcastle upon Tyne, Göteborg, Verona, Gdańsk and Úbeda fills this gap.

'Investing in Heritage – A guide to successful Urban Regeneration' presents a powerful and convincing analysis of good practice with clear recommendations aimed at local and regional authorities across Europe, on how to successfully regenerate cities through investing in heritage.

These guidelines were presented and endorsed at a major International Symposium on 'Heritage and Modernity' held in October 2007 in the City of Innsbruck hosted by the City Council in partnership with the Congress of Local and Regional Authorities of the Council of Europe and the European Association of Historic Towns and Regions.

We are pleased to endorse the conclusions of the Symposium set out in the 'Innsbruck Declaration' particularly the invitation to local authorities to: -

'Support and develop heritage projects that promote sustainable development of their communities, in line with the INHERIT guidelines on Investing in Heritage'

The project's work had financial support from the INTERREG 3C programme, which seeks to promote interregional cooperation throughout the EU. We thank the EU for this support and believe this important report comes at a time when heritage is facing global pressures and when inter-regional cooperation is imperative to ensure Europe's common heritage is valued and protected.

We are pleased therefore to commend this timely and much needed report to all local and regional authorities across Europe.



**Hilde Zach**  
**Mayor of Innsbruck**  
**and Chair of the Committee on Culture and**  
**Education of the Council of Europe's Congress**



**Louis Roppe**  
**President of the European Association of Historic**  
**Towns and Regions**



# FOREWORD

The project team are pleased to present 'Investing in Heritage – A Guide to Successful Urban Regeneration'. After three years of hard work we are as convinced today of the need for historic and heritage cities to value and invest in their heritage, as we were at the project's inception.

We have endeavoured to identify the key factors that lead to successful heritage led urban regeneration and to translate these into clear guidelines that will help local and regional authorities realise the full potential of heritage as a catalyst for the wider regeneration of their towns and cities.

The report begins with the context of the work followed by an analysis of the value of heritage as the fundamental premise upon which the project is based. The core of the project, however, is the presentation of 19 case studies selected from the experience of the partner cities – providing an unparalleled body of good practice for local and regional authorities and their stakeholders to draw on.

This has enabled, through the process of symposia, study visits and secondments, the development of detailed guidance on the process of how to deliver successful urban regeneration through investing in heritage.

I would like to thank the team members and their numerous colleagues who have contributed to the project from across the partner cities, the project co-ordinator Ian Walters and the other EAHTR staff involved, Queen's University Belfast and the staff of Interreg IIIC for their continuous support throughout the project. A full list of everyone who worked on the project is included at Appendix C.

Finally a special thanks is owed to Kjell-Ove Eskilsson, the Director of the Goteborg City Planning Authority, who provided early inspiration and support for the project and to whose memory this book is dedicated.



**Brian Smith**  
**INHERIT Project Director & Secretary General**  
**European Association of Historic Towns and Regions**





# I. INTRODUCTION

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## The Context

Much of Europe's most important physical cultural heritage is experienced in the context of historic towns and cities. These settlements have an important contribution to make to the social and economic well being of their regions and therefore to the development and implementation of EU regional policies relating to heritage and regeneration. There is currently, however, a lack of evidence to convince some cities and stakeholders of the benefits of heritage led regeneration, a lack of information on lessons learned in regenerating cities through investment in heritage and a lack of good practice guidance, in terms of the processes to be followed, aimed at local and regional authorities.

## The Project's Partnership

The project's concept was first developed at the "Investing in Heritage" conference in July 2002, held in Newcastle upon Tyne, UK. Conference delegates from heritage cities across Europe felt strongly that the important lessons of what had been achieved in Newcastle and other European cities, which made presentations at the conference, should be taken forward and developed to produce tangible and useful guidance that meets the operational needs of other heritage cities. The initial partners included Belfast, Newcastle, Göteborg and the European Association of Historic Towns and Regions (EAHTR). Subsequent networking led to the recruitment of Verona, Gdansk and Úbeda to the INHERIT partnership in order to include a wider range of cities and to meet the INTERREG requirements for a network project. Contact details of the partners are set out in Appendix A.

## The Strategic Objectives

The overall aim of INHERIT is to increase the capacity of cities to regenerate physically, economically and socially, through realising the potential of investing in heritage by: –

- Exploring in depth the experiences of the partners
- Identifying the processes followed, the key factors that lead to success and producing guidance to assist and encourage other cities to undertake heritage led regeneration
- Evaluating relevant EU regional policies to review their current and future effectiveness
- Identifying examples of good practice across the partnership and beyond.

## The Project Funding

The work of the INHERIT project has been funded by the European Union's INTERREG IIIC programme. This helps cities, regions and other public bodies to form partnerships on common projects, to share knowledge and experience and to develop solutions to economic, social and environmental issues. The aim of the programme is to strengthen European economic and social cohesion, to reduce the gaps between rich and poor areas and to help regions become more competitive.

## The Approach to the Project's Work

The detailed approach to the project's work is set out in Appendix B. This describes the operational objectives, the review methodology, the study visits and case studies, the professional secondments, the research carried out by Queen's University Belfast and the QUALICITIES and CULTURED projects, with which INHERIT had thematic links. A wide range of experts contributed to the project, principally from or associated with the partner cities, and these are listed in Appendix C

## Project Development and Dissemination

The project's website went live at the end of 2005 and has been an important means of developing and disseminating information about the project's activities and events. In the period from January 2006 to December 2007, there were a total of 113,146 hits on the site, which is equivalent to 155 hits per day and 4714 per month.

The project organised its first symposium in Göteborg in October 2005 attended by 110 people from 10 European countries. This event focused on the aims and assumptions of the project and helped clarify the key issues that the project should address as it developed. This was set out in the 'Göteborg Declaration' included at Appendix D

The project was subsequently showcased at the Council of Europe's symposium in Dubrovnik in September 2006 on 'Cultural Tourism – Economic Benefit or Loss of Identity', which was attended by 120 people from 20 European countries. This enabled the project to discuss the key issues of how to secure social and economic benefit from investing in heritage alongside the potential problems relating to protection of a city's identity – both key issues in the work of the project. The conclusions of this Symposium are set out in the 'Dubrovnik Declaration' also in Appendix D



The project organised its second symposium in Verona in March 2006 attended by 90 people from 16 countries. This event focused on the presentation of case studies from each of the partner cities and enabled the project to identify and confirm the initial key lessons learned from the project's investigations. These are set out in the 'Verona Declaration' included at Appendix D.

The final conclusions of the project were fully presented and discussed at the Council of Europe's Symposium in Innsbruck in October 2007 on 'Heritage and Modernity', which attracted 140 people from 17 European countries. Again the conclusions and recommendations of this international symposium are set out in the 'Innsbruck Declaration' included at Appendix D including a recommendation to Europe's local and regional authorities to support and develop heritage projects that promote the sustainable development of their communities, in line with the INHERIT guidelines on investing in heritage.

A presentation outlining the proposed INHERIT guidance for local and regional authorities was also given to the Annual Conference of the English Historic Towns Forum also in October 2007 in Newcastle, attended by 80 people from the UK - appropriately the location where the project began.

In addition to the above Symposia, there have been other events at which the work of the INHERIT project has been disseminated. These include a poster presentation at the SAUVEUR conference on safeguarding cultural heritage in Prague in June 2006, which was attended by 260 people. The poster, prepared by Queen's University Belfast and the project partners featured 4 projects that are part of this Guide i.e. Grainger Town Newcastle, public realm work in

Úbeda, the Solidarity Centre in Gdańsk and the Haga area of Göteborg. Leaflets about INHERIT were also prepared and distributed to the delegates.

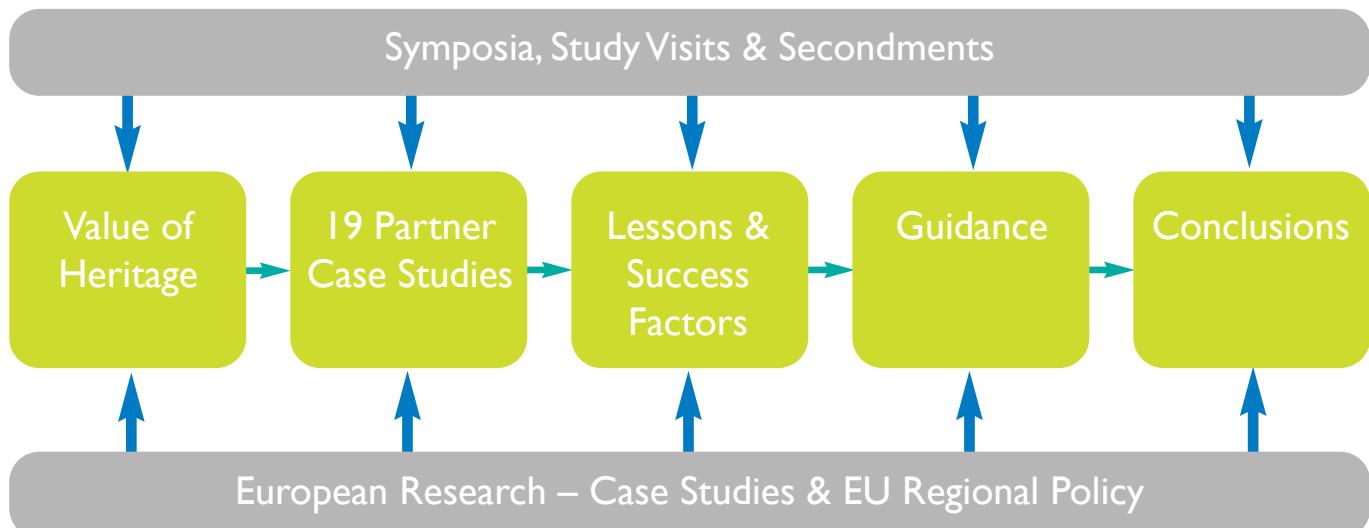
Lastly Belfast City Council gave a presentation about INHERIT to the Heritage and Regeneration conference organised by the Irish Georgian Society and held in Limerick in May 2007, which was attended by 75 people.

5000 copies of this report have been produced and sent to heritage practitioners across Europe. A DVD containing the report plus additional background information on the work of the project can also be obtained from the European Association of Historic Towns and Regions. Lastly the INHERIT web site will continue to be supported by EAHT in order to help the on going development and dissemination of the work of the project.

## Structure and Rationale of Report

The structure of the report reflects the work and rationale of the project as set out in the concept diagram below. This begins with an analysis of the value of heritage as the fundamental premise upon which the project is based. The core of the project is the description and analysis of the partners' case studies and the consequent identification of lessons and success factors. All stages of this work have been supported by Europe wide research, which is referred to, where appropriate, throughout the document.

This has enabled, through the process of symposia, study visits and secondments, the development of detailed guidance on the process of how to deliver successful urban regeneration through investing in heritage – aimed particularly at local and regional authorities.





## 2. THE VALUE OF HERITAGE

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"Heritage belongs to everyone, and protecting and preserving the historic environment is a responsibility shared by every member of society." (**Swedish Heritage Conservation Act 1988**)

'The historical centres of European cities, while they remain intact, represent an important link with the city's past culture and heritage. In a world increasingly dominated by global styles of architecture and building technology, historic centres provide a unique sense of place which differentiates them one from another' (**European Commission Green Paper on Urban Environment - June 1990**)

"People value the historic environment as part of their cultural and natural heritage. It reflects the knowledge, beliefs and traditions of diverse communities. It gives distinctiveness, meaning and quality to the places in which we live, providing a sense of continuity and a source of identity. It is a social and economic asset and a resource for learning and enjoyment"

(**English Heritage Conservation Principles, 2007**)

## Defining Heritage

Definitions of heritage have been revised and reinterpreted over time. They are necessarily broad and can cover landscapes, buildings, collections as well as intangible elements such as identity, tradition, language and music. In terms of time spans, these may range from pre-history to more recent events. In all cases, the key elements relate to the characteristics of historic or cultural value worthy of preservation and the values that society places on them.

## The Intrinsic and Instrumental Values of Heritage

Whilst accepting the validity of broader definitions of heritage, the INHERIT project focuses principally on the built historic environment where there can be real differences between so called 'intrinsic' values that can be ascribed to a place and the 'instrumental' benefits that can be derived.

In the context of INHERIT those values defined as intrinsic and instrumental in English Heritage's report of the proceedings of "Capturing the Public Value of Heritage" conference 2006, are particularly relevant and are set out below.

Intrinsic values comprise 4 aspects: -

- Knowledge - which places heritage central to learning about ourselves and society
- Identity - which relates to a person, community, region or country

- Bequest - which means that heritage should be cared for in order to hand over to future generations
- Distinctiveness - which refers to what makes something special.

The instrumental benefits relate to 4 aspects: -

- Economic benefits in terms of regeneration, jobs, businesses and economic growth
- Area benefits such as improved profile, a safer environment, etc.
- Community benefits such as local pride, increased community spirit
- Individual benefits such as jobs, volunteering opportunities, etc.

Appendix H includes an analysis of how these instrumental benefits can be categorised in economic, social, cultural and environmental terms and identifies potential indicators for use in measuring and demonstrating the value of heritage led regeneration.

## The Perception of Heritage

It is important to ensure, as part of heritage led regeneration, that places which people value are, wherever possible, kept and respected for the future. In order to achieve this, an early and on-going dialogue with the local community and stakeholders is vital - through all stages of project development and implementation.

Perception has been defined as "the process of interpreting and making sense of the information which we receive via our senses" (Cave 1998). Different individuals from different backgrounds will value the same space or have attachments to that space, for many different reasons. Environmental variables, such as the characteristics of a particular town or space, combined with individual variables of that person such as mood, educational or social background, produce a personal evaluation and judgement of the place.

Queen's University Belfast as part of the EU funded SUIT project developed an objective tool capable of measuring the strength of the perceptions and attitudes of people using an historical space and that could be applied in a straightforward manner by decision makers. This tool was developed as a quantitative rather than a qualitative measure in order to present a degree of certainty. It was also designed to be used in-situ in the historical town or space rather than remotely, for example, as a desk-based exercise. By conducting surveys within actual spaces, the research team aimed to measure responses to direct experience of urban historical areas.



This tool has been identified by the ICOMOS "International Committee for Historic Towns and Villages (CIVVIH)" as an example of best practice in developing methodologies for involving the public in the development of historic cities. More information is available from Sutherland M, Drdacky, M and Tweed, C (2003) Testing of The Suit Methodology for Measuring Perceived Quality within Czech Historic Spaces" Sutherland M, Drdacky, M and Tweed, C (2003) [www.suitproject.net](http://www.suitproject.net)

## Threats to Heritage

Historic and heritage cities face unique challenges in 21st century in the face of:-

- Globalisation pressures that favour common branding and standardisation
- Technological advances that change patterns of work and living
- Religious and ethnic intolerance leading to war and destruction.

All of which, individually and collectively, can lead to a significant loss of historic fabric and identity crucial to the well being and social cohesion of cities.

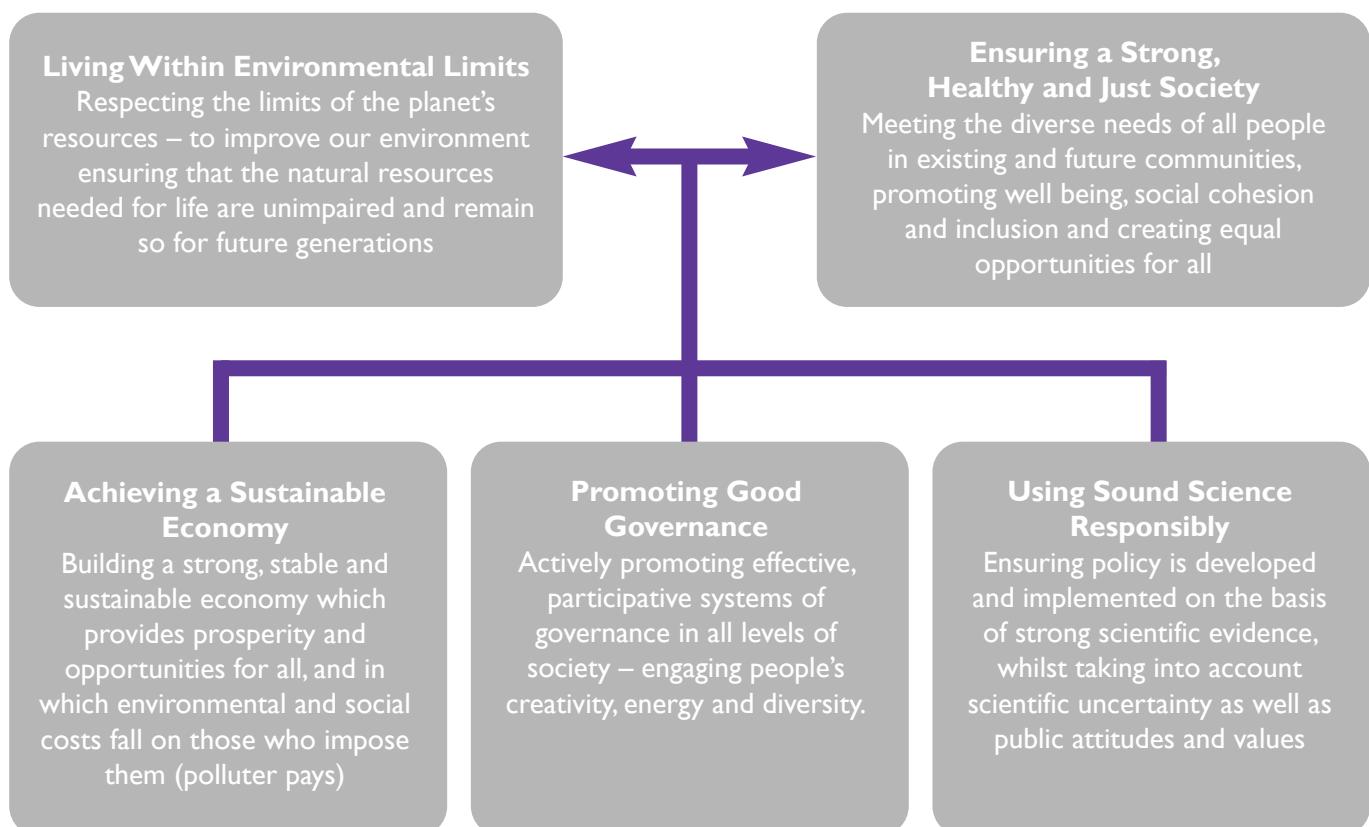
The INHERIT Göteborg Declaration of 2005 –see Appendix D - marked the start of the project and concluded that 'a city without a past is like a man without a memory' and that global pressures on heritage can 'lead to a potential loss of a city's soul – creating places without identity and potentially multiplying social and economic problems'

It is clearly critical - and a prerequisite to realising the potential of heritage as a means of securing sustainable urban regeneration – that the concept of heritage both in terms of intrinsic historic assets and realising instrumental benefits is understood and valued.

## Heritage and Sustainable Development

The aims of sustainable development are central to heritage led regeneration in seeking to safeguard the heritage through finding new uses for historic buildings and ensuring the continued viability of the heritage stock of Europe's cities. Definitions for sustainable development can be confusing but in general for any development, plan or programme to be considered sustainable it must incorporate consideration of the following:-

The Principles of Sustainable Development in the 2005 UK Strategy "Securing the Future"



At the heart of valuing heritage is a long - term commitment to the protection and re-use of historic and heritage assets. The report by English Heritage "Regeneration and the Historic Environment" published in January 2005 included the following reasons why the re-use of heritage assets is at the heart of sustainable development: -

- Re-use of existing buildings is a simple way to achieve sustainability, substantially reducing carbon footprint and landfill requirements.
- Re-using buildings and adapting landscapes help reinforce a sense of place
- New large-scale developments risk losing the fine grain that characterises historic areas
- Re-used buildings can often be sold at a premium compared to a similar new build property
- Restoring the historic environment creates jobs and helps underpin local economies
- An attractive environment can help to draw external investment as well as sustaining existing businesses of all types, not just tourism related
- The historic environment contributes to quality of life and enriches people's understanding of the diversity and changing nature of their community
- Historic places are a powerful focus for community action
- The historic environment has an important place in local cultural activities.

## The Key Contribution of Heritage to Urban Regeneration

Investing in heritage provides a key link between sustainable development and more traditional concepts of urban regeneration that focus more narrowly on job creation alone.

A Recent UK Government Report found that improving the environment and securing the reuse of buildings which have historic value can make an important contribution to the regeneration of urban areas. The evidence emphasised that the uses of historic buildings should be allowed to change to meet new demands.

The report highlighted the following key contributing factors of heritage to successful urban regeneration: -

- **Acts as a catalyst for regeneration of the wider area**

The regeneration of a single building or group of historic buildings and public spaces can initiate improvement of a wider urban area.

"Historic buildings have been a positive catalyst in achieving structural economic change, attracting higher value investment and jobs, and providing the context for creative, high quality contemporary design in new development. The historic environment and good urban design are key elements in achieving 'urban renaissance'."

### **The Institute of Historic Building Conservation (2004).**

"Very often it has been the example of a successful historic building repair and conversion project that has acted as the hub of a much wider area regeneration process with the footprint provided by the existing building of merit creating a robust and successful framework for further development and organic growth".

### **The United Kingdom Association of Preservation Trusts (2004)**

- **Boosts the local economy and creates jobs**

The Institute of Historic Building Conservation highlights the results of research in the USA and Canada, which shows the important role, played by the historic environment in creating jobs, attracting tourists and supporting small businesses. This research shows that investment in building rehabilitation, as opposed to general industrial investment, delivers higher incomes and more jobs on average, in terms of heritage-based tourism and money spent in historic environment attractions, which is then matched by expenditure in the wider economy.

In Toronto, where heritage visitors spend \$3 on an historic site itself, the research shows that this is matched by \$97 elsewhere in the local economies. Furthermore, the historic environment has a crucial role to play in small business incubation...these are often very small buildings in industrial areas that are sometimes tucked away as part of the traditional industrial core. This research showed that the historic environment particularly supports small businesses, businesses that employ fewer than 20 people. This is especially important for businesses in growing sectors of the economy, for example hi tech industries.

**English Heritage (EH)** investment through its Conservation Area Partnership grant schemes attracted considerable private and other public investment. Between 1994/95 and 1998/99, EH invested £36m in 357 conservation areas. For every £10,000 of heritage investment, £48,000 match funding had been attracted, which had delivered 177 square metres of improved commercial floorspace, one new job, one safeguarded job and one improved home.

- **Social and cultural regeneration reinforces local cultures, instilling a greater sense of pride and confidence in a neighbourhood**

**The Civic Trust** in the UK is keen to highlight the positive contribution which improving the historic fabric of areas can play in restoring local confidence.

*"Historic buildings and public space can inspire regeneration through local pressure groups using them as a rallying point. By contrast, a feeling by the public that "they" are demolishing loved buildings, and its feeling of powerlessness when the redevelopment process has no public involvement or support, creates an indifferent and negative population who feel it is pointless to vote; that they have no control over, and therefore no responsibility for, their local environment; and come to see change as something to be fought rather than encouraged."*

Most of the research and published reports assessing and analysing the role, importance and value of heritage led regeneration are based on experiences in the UK over the past 20 years. However, the INHERIT project's study visits to cities in 5 EU countries and the detailed examination of their case studies, has allowed this work to be shared, considered and tested across other parts of Europe.

### **The Contribution of Heritage Led Regeneration to EU Regional Policy**

As regards EU Regional Policy, the following aspects of heritage led regeneration will contribute to the implementation of those policies through actions associated with -

- Employment and Business Development - work generated for local businesses by the repair and renovation of old buildings, the need for specialist skills training and the establishment of new businesses
- The Environment – the maintenance and improvement of buildings, which are part of the local heritage and their settings in terms of open spaces and the streetscape
- Economic Development – in relation to finding new uses for old buildings and the business benefits of overall environmental improvements
- Inward Investment – the benefits for tourism promotion, local visitor spend and business investment of an enhanced heritage environment
- Local Identity and Pride – retaining key distinctive buildings with regard to the local history and culture
- Urban Areas – heritage led regeneration focuses on urban areas, where the majority of the EU's population lives.

### **A Working Definition of Heritage Led Regeneration**

The INHERIT project aims to promote heritage led regeneration recognising the value of heritage and its potential contribution to urban regeneration and

sustainability. The following working definition of heritage led regeneration, developed by QUB and the project team, provides the context for the scope of the project, for identifying good practice, and for developing guidance to local and regional authorities:-

*"The investment in a city's historic fabric, its buildings and spaces, in order to help secure physical, cultural and economic regeneration in that city for the benefit of all those living, working and visiting there. This development will be intrinsically linked to a city's own unique culture and character and should have the following aims at its heart: -*

- To initiate lasting improvements in cities which will benefit not only existing but future generations
- To integrate economic, social and physical development to improve quality of life
- To achieve the highest standards of design both aesthetically and in terms of energy efficiency
- To focus on strong civic leadership processes, including those of creative partnerships, vision, management and community participation."



# 3. THE CASE STUDIES

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- NEWCASTLE
- BELFAST
- GÖTEBORG
- GDANSK
- VERONA
- ÚBEDA





# NEWCASTLE

Newcastle upon Tyne: North East England region, UK.  
Population 276,000.

- NEWCASTLE CONTEXT
- GRAINGER TOWN
- PUBLIC INVOLVEMENT IN BYKER CONSERVATION PLAN
- THE SIDE AND SANDHILL, QUAYSIDE



# NEWCASTLE CONTEXT

## History and Development

Although the city of Newcastle upon Tyne only has a population of 276,000, it is the hub of the Tyne and Wear metropolitan area with a total population of 1 million. In its earliest form, the settlement was a bridgehead of the Roman Empire. The advent of Norman control in the 11th century saw the establishment of Newcastle's urban landscape and the construction of the royal castle, founded in 1080. Subsequently, the urban footprint of Newcastle was created including its walled defences, churches and its medieval street pattern.

By the 17th century Newcastle was considered a regional capital and the second town of the Kingdom. Industrial development came early to Tyneside. The mining of coal took place throughout the medieval period and the plentiful supply led to the establishment of extensive industries, notably the production of glass and pottery. During the post-medieval period Newcastle expanded beyond its defensive walls. In the 1830s entrepreneur Richard Grainger developed new Georgian streets within the medieval town transforming it from a 'coal hole of the north' into a 'city of palaces'. The later nineteenth century saw the development of a golden age of heavy industry on Tyneside based on coal, iron and steam.

Newcastle continued to be a focus for innovation, which heralded enormous and rapid changes in technology, life and society in the 20th century. During the inter-war years of the twentieth century, however, the wholesale collapse of the area's industrial base, resulting from the over concentration of activity in the interrelated mining, shipbuilding, armaments and heavy engineering industries, left a legacy of decline which the city and the region was forced to struggle with for decades.

The regeneration of the centre of Newcastle during the late 20th century has sought to transform the city whilst retaining its rich historic fabric. The city has a significant and substantial historic environment with approximately 2000 Listed Buildings, 11 designated Conservation Areas, 14 Scheduled Ancient Monuments, 7 Registered Parks and Gardens and 1 Historic Battlefield. The Grainger Town Project and the development of the historic areas of the Quayside have been examples of this approach. The city is also home to one of Britain's best-known twentieth century social housing developments, the Byker Estate. The recent 'listing' of the (approximately) 2000 dwellings within the estate has added an element of considerable diversity to the city's historic environment.

## Europe

Newcastle is in the North East region and has Objective 2 status. EU funding has been secured for business development, skills training, etc and the city has also participated in several trans-national European projects.

## Legislation

The relevant key UK Acts of Parliament are the Town & Country Planning Acts of 1991 and the 2004 Planning & Compulsory Purchase Act, which in turn influence English planning policy, through planning policy guidance statements that have legal status. National planning policy directly influences regional plans and guidance. The regional spatial strategy for the North East of England is a blueprint for the region with a 15-year life span and is revised every 5 years. This regional strategy influences local development plans, which are being progressively replaced by local development frameworks, made up of statutory development plan documents and non-statutory supplementary planning documents.

## Strategy

Newcastle City Council is committed to the protection, conservation and enhancement of the city's built heritage in all its forms and the regeneration of the city through its rich heritage and culture. The City Council's vision is to establish Newcastle upon Tyne as a vibrant, inclusive, safe, sustainable and modern European city through building on its heritage, cultural and economic strengths.

## Issues

Like many modern cities Newcastle is looking to achieve investment whilst retaining its character and identity. Recent examples of successful heritage regeneration schemes within the city centre are included here and the three case studies demonstrate the value of a comprehensive approach with a dedicated project team in the Grainger Town area and the importance of integrated public transport facilities and public art to the regeneration of the Side, Sandhill and Quayside area. Lastly public involvement in the development of the conservation plan for the Byker housing area illustrates a further dimension to cultural heritage diversity within Newcastle and demonstrates the variety of issues involved with the city's historic environment.



# GRAINGER TOWN

## Summary

The Grainger Town Project ran from April 1997 – March 2003. It was an ambitious €178.5m, holistic regeneration programme with a strategic approach which was driven by a 'Civic Vision' and based around seven inter-related regeneration themes. It was led by the Grainger Town Partnership and supported by several national and regional Governmental development, regeneration and conservation organisations. The Project was established with the aim of addressing the underlying causes of decline within Grainger Town, not just the symptoms. Following its completion in 2003, it is now recognised that the Project succeeded in promoting change, reversing decline and helping to produce more positive perceptions of the area. It has won several awards including the 2003 Europa Nostra prize for 'Cultural Landscapes' and is widely used as an example of good practice in heritage led urban regeneration.

## Context

'Grainger Town' covers approximately 36 hectares and comprises a complex mix of buildings and spaces for office, retail, residential, leisure and cultural uses. It takes its name from a series of elegant streets of 'Tyneside Classical' architecture that were conceived as a whole and built by Richard Grainger between 1834 and 1839. The area also includes a Mediaeval 13th century Dominican Friary, remnants of the old Town Walls and many fine Victorian Buildings. The area possesses a richness of character and is an asset of international importance that is quite unique. Virtually all of it is included within Newcastle upon Tyne's Central Conservation Area, one of the first to be designated in England (1968). Within the area 244 (approximately 39%) of its 620 buildings are listed as being of special architectural or historic interest, of which 20% are grade I and 12% are grade II\*. The majority of the buildings are in private ownership.

## Description

**Project Strategy** The Project possessed a very clear strategy or 'Civic Vision' which provided the basis for a six year regeneration programme between April 1997 and March 2003 and guided its work programme: '*Grainger Town will become a dynamic and competitive location in the heart of the City. Grainger Town will develop its role in the regional economy within a high quality environment appropriate to a major European regional capital. Its reputation for excellence will be focussed on leisure, culture, the arts and entrepreneurial activity. Grainger Town will become a distinctive place, a safe and attractive location to work, live and visit.*'

**Objectives** The Project had strategic aims and objectives under a) specific 'Regeneration Themes' and 'Development Principles', which aimed to strengthen

and develop Grainger Town as a mixed-use historic urban quarter; and b) identified 'Goals and Outputs', which were established through the public sector funding regimes to measure the success of the Project. This provided a multi-layered conservation-planning approach, which was designed to complement the architectural and historic character and significance of the area, not to work against it.

**Project Structure** The regeneration programme was delivered by the Grainger Town Partnership, a company limited by guarantee. The Partnership's Board, which brought together a range of expertise, had 20 directors, comprising six City Councillors, six nominated by the various public agencies involved in the regeneration programme, six from the private sector and two Grainger Town residents. The Board was supported by six specialist advisory panels, for instance the Urban Design and Public Arts Panels, and community ownership was built up through monthly meetings of both Residents and Business Fora. The Project was implemented by a dedicated professional Delivery Team of 14 officers based in Central Exchange Buildings at the heart of Grainger Town.

## Costs and Sources of Funding

The Project was a €178.5m regeneration programme, led by the Grainger Town Partnership. The Project brought together €59.5m of public funding from One North East (the local Regional Development Agency, formerly English Partnerships) including a small amount from Europe from the ERDF and ESF; the Single Regeneration Budget (grant aid from various Government Departments to support regeneration initiatives in England carried out by local regeneration partnerships); English Heritage (quasi autonomous non-Governmental organisation which oversees the conservation of the country's heritage); Newcastle City

Council; and the Learning and Skills Council (formerly Tyneside Tec Ltd). The Project aimed to attract €119m from the private sector.

## The Approach and Processes Followed

Although innovative in its day, by the 1990's Richard Grainger's legacy was in poor shape. In 1992 a detailed audit and assessment of the area concluded that the area was exhibiting many symptoms of urban decay and economic and social decline including a high percentage of buildings at risk; low standards of public realm; a high percentage of vacant floorspace (on upper floors); a lack of developer, investor and occupier confidence; a decreasing residential population; and poor perceptions of the area.

These conclusions led to a programme of conservation-led property development and environmental enhancement in 1993 involving Newcastle City Council and English Heritage. This tackled many of the worst buildings at risk and had started to halt the spiral of decline by utilising the area's rich architectural assets. However, in 1996 both parties, along with English Partnerships, agreed that the area could no longer be left to take care of itself and must develop a new role in the context of the changing structure of Newcastle as a European Regional Capital. Although it was generally acknowledged that Grainger Town possessed the potential to power the engine for the City's economic growth, the real issue was how to manage the regeneration in such a way which respected the past but secured its long term future.

In 1996 consultants EDAW were commissioned to produce a regeneration strategy for Grainger Town and to prepare a bid for Government funding. An 'in depth' analysis of the area's problems was immediately undertaken which included a detailed building audit. The consultants recognised that Grainger Town represented a complex urban system and that its revival must be tackled in a 'holistic' way which respected its fine grain nature. They produced a 'civic vision', which reflected the aspirations for Grainger Town and drove the strategic approach which guided the six year regeneration programme between April 1997 and March 2003. The implementation of the Project was based on seven inter-related regeneration themes.

1. Quality of Environment: Major Public Realm improvements costing €9.7m in conjunction with the installation of many successful Public Art and Creative Lighting schemes.
2. Business Development and Enterprise: Over 300 new businesses set up.
3. Housing: Over 500 flats and apartments created.



*Grey's monument*

4. Non-Housing Property Development: 80,900 sq. m. of new and/or improved commercial floorspace mostly in listed properties; 121 buildings (many of them listed properties and classified as 'Buildings at Risk') brought back into use.
5. Access to Opportunity: Over 1900 jobs created, directly by the Project, plus a further 800 in Grainger Town generally due to the increased confidence in the area.
6. Arts, Culture and Tourism: Organisation of numerous successful business, arts and culture and promotional events, including the Streets Alive! Festival and Chinese New Year Celebrations.
7. Management, Marketing and Promotion: Production of several promotional and educational and publications aimed at the general public, developers and schoolchildren. These included 'Investing in Heritage', 'Grainger Town Maintenance Manual', 'Grainger Town Shopfront Guide' and 'Inside and Outside Worlds'; Development a comprehensive website and produced a video diary of the Project; and Organisation of an International Heritage Conference, 'Investing in Heritage', focusing on Grainger Town and the Grainger Town Project.

## The Benefits

The benefits of the Project, as measured against the identified goals and outputs established through the public sector funding regimes are as follows (figures as of March 2006):

- Jobs Created :Target 1900. **Actual 2299**
- Training Weeks :Target 5415. **Actual 5080**
- New Business Start Ups :Target 199. **Actual 329**
- Area of New/Improved Floor Space msq :Target 74000. **Actual 80900**
- New Dwellings :Target 522. **Actual 572**
- Buildings Improved and Brought Back into Use :Target 70. **Actual 121**
- Private Investment Attracted :Target €59.5m of public funding to generate €119m of private investment.  
**Actual €66.79m of public funding generated  
€287.95m of private investment**

All, with the exception of the Training Weeks goal/output were exceeded.

**Evaluation** Independent interim and final evaluations on the Project were carried out. The independent interim evaluation undertaken in 2001 concluded that: "It has been successful in promoting change, reversing decline and helping to produce more positive perceptions of the area. The Project has been well managed and the process of regeneration has worked well". The independent final evaluation completed in September 2003, concluded that: "*The Grainger Town Partnership is widely regarded as a demonstration of 'what works'... The Project revitalised the area and did much to save its threatened architectural heritage. The achievements of the last six years need to be maintained and secured and further regeneration has to be encouraged and supported in Grainger Town*"

**Forward Strategy and Maintenance** During the last two years of the Project, the Partnership developed a Forward Strategy in line with Newcastle City Council policies and the Council's Unitary Development Plan, to ensure that the process of regeneration continued after the termination of the Partnership on 31st March 2003 and to provide a seamless transition to successor bodies. In addition to the Forward Strategy, the Grainger Town Partnership also established a Maintenance Charter which set out the maintenance requirements of the area up until 2008. This included elements such as the cleaning and repair of the high quality public realm, the innovative public art, and the bespoke Grainger Town street furniture. The Strategy and Charter is monitored by the City Council's City Centre Partnership who champion future improvements and help to protect and maintain the Grainger Town legacy.

## Problems & Opportunities

The Project was extremely successful and was assisted by the buoyant housing market of that time. However it did face some problems particularly at the start of the process. These included poor perceptions of Grainger Town and the issues of the multiple ownership of the properties in the area. They held back inward investment into the area and slowed down the process of the restoration and enhancement of buildings. They were addressed by increased promotion and marketing of the area and its opportunities which, along with examples of successful projects, turned around the perceptions of the area and encouraged more owner/occupiers and developers to invest in Grainger Town.

## The Lessons Learnt

- The need for a detailed Heritage Audit at the start of the process in order to identify the significance of the area
- The need for a coherent, yet flexible, strategy based on a detailed audit of the historic area's strengths and weaknesses
- The need to monitor and evaluate the Strategic Aims and Objectives against the Regeneration Themes and the Goals and Outputs of the Project
- The need for a defined structure, in this case a company limited by guarantee at arms length from the City Council, including broad-based partnerships with relevant local organisations, businesses and the community
- The need for an ethos of quality and excellence in design through demonstration projects, informative and promotional handbooks, design guides and location marketing
- The need to raise aspirations by looking at other successful examples of best practice from elsewhere



Grainger market

# PUBLIC INVOLVEMENT IN BYKER CONSERVATION PLAN

## Summary

The Byker Conservation Plan was commissioned at a time when the Byker housing estate - a large pioneering 1970s social housing scheme - was faced with problems of anti social behaviour and the need for major investment in physical fabric of the buildings. Both threatened to significantly alter the distinctive and influential architecture, planning and landscape of Byker, a place that had been revolutionary in the way it involved residents in its conception and design in the 1970s. Whilst a new future for the estate was debated, the project sought to engage again with local people to help define exactly what it was that make Byker so special, why it was being seen as heritage when it was only around 30 years old, and what opportunities there were to use conservation as a tool for environmental and social regeneration in the 78th most deprived ward in England.

## Context

Byker is a large housing estate in the east of Newcastle upon Tyne built between 1969 and 1983 to a masterplan by British architect Ralph Erskine. It was built with 2010 dwellings covering around 81 hectares in a dramatic south-facing amphitheatre site, overlooking the River Tyne gorge. It is home to around 9,500 people. It is regarded as one of the most important and influential social housing schemes of that period, both in the UK and internationally. It was also identified at the time of the project as an estate on 'amber alert', requiring urgent stabilisation and investment to address a wide range of social and environmental issues.

Byker's design was innovative and influential in that, unlike other comprehensive social housing sites in the UK, it did not involve wholesale community displacement, brutal architecture or arrogant planning.



View of Byker estate

Instead it was conceived as "an integrated environment for living in its widest sense", incorporating shops, community infrastructure and an abundant communal public realm. Valued local traditions and characteristics were maintained, as were the people themselves who were re-housed in phases without breaking family or neighbour ties. It worked with, rather than imposing onto, the site's topography and character; but generated a vital, distinctive architecture and landscape of great intricacy and charm. The result was thorough, individualistic and desirable housing, which, importantly, was conceived and designed in collaboration with pre-existing residents – virtually unheard of at the time.

Some 30 years later, Byker was facing a decline in its built fabric and landscape, and the effects of crime, the fear of crime, anti-social behaviour and perceptions of poor housing management. The Conservation Plan project came about after calls for demolition of a key housing block in the Estate, generating national outcry amongst planning, architecture and housing professionals, but relief on the estate that action was finally being taken. After several months of anxious political debate it was agreed that demolition would be postponed and a way forward sought based on both investment and conservation. A Conservation Plan was commissioned, alongside a parallel Action Plan by the Council, in which public involvement would play a key part.

At the time of the project, Byker was the subject of comprehensive listed building proposals by central government. It was a major, controversial issue which hung over the whole project. It was seen by some as a door to a brighter future, and by others as a punishment and the death knell for progress on the estate. A decision was finally made in 2007 – some 7 years after proposed partial demolition sparked the debate – and the Byker estate is now listed in its entirety at Grade II\*.



## Description

The Conservation Plan project aimed to ensure Byker's special character informed the way it was managed in both day to day and strategic decision making in the future, in the light of its growing heritage significance and housing market problems. Detailed involvement of local people was key to ensuring there was consensus on what that special character was and to ensure inputs from local people.

The project comprised preparation of a Conservation Plan for the whole estate and the involvement of local people in its production. This tool is normally used for individual buildings or sites of recognised heritage merit, and so a conservation plan on such a large scale where there was no consensus on significance, had not been prepared before to the team's knowledge. The document was designed to answer the question "why is Byker special?" and to reinforce the need for a management regime which might differ from the average UK 1970s social housing estate. In particular, the project aimed to instil the idea that the process of conservation should not conflict with housing management or dealing with the effects of social and economic issues. The involvement of local people would be key to this as it is they who experience those effects every day, who live in this special environment, and who, when Byker was first built, were drawn in to its design and management.

The Conservation Plan was planned to take around 9 months during 2002, and although it took twice that long to complete, the public involvement element ran successfully during the summer of 2002. The project was commissioned jointly by Newcastle City Council and English Heritage - a show of unity in the face of the tensions brought about by suggested partial demolition. The project was managed by the then North East Civic Trust (now the North of England Civic Trust) with sub-consultants (including some of the original Byker design team) and delivered through a steering group of representatives from the funders, residents groups and other community stakeholders.

## Costs and Sources of Funding

The cost of the Conservation Plan commission, of which public involvement was part, was €57,553 (plus VAT) which came equally from Newcastle City Council and English Heritage. Additional funds were secured from Newcastle City Council for printing of the finished document.

## The Approach and Processes Followed

The overall commission had a straightforward linear process:

1. Gather data through research, audit and consultation
2. Analyse the data and compose the plan
3. Consult on drafts
4. Finalise, adopt and publish.

The public involvement element ran throughout this and comprised two main themes - consultation and participation.

Consultation began with researching stakeholders and agreeing how consultation should take place. This was key to ensuring inputs from the start. Letterbox questionnaires, area walkabouts, open residents group meetings and leaflets formed the main body of the work, dividing the estate into four, based on existing networks. This was backed up by face-to-face interviews and walkabouts with other key stakeholders such as ward councillors, shop keepers, local police and community development workers. A good number of Council officers from a wide range of functions were consulted with interviews, walkabouts and a comprehensive officer workshop day. Items were also discussed at ward committee and residents forum meetings.

Consultation with children and young



*Child's painting of a Byker house*

people was felt to be important and was achieved in two ways - practical activities with the local youth centre and curriculum-based work with the local primary school. Youth centre activity involved map-based work and an electronic voting event where views were sought using hand-held voting machines linked to a computer and visual display. This was a very effective way of engaging young people passing through the youth centres during the day. The primary school activities also involved map-based work, plus creative writing and art.

The project's participation activities went further in giving local people the chance to contribute to the Plan production. These included a locally-produced website, plus two community photography projects which generated images used in the final document. Most revealing was a visit by residents' leaders and young

people to Park Hill, a 1950s/60s housing estate in Sheffield already listed Grade II\* at the time. This gave Byker people an insight into other people's experiences in a similar situation. One resident also joined the North East Civic Trust at a twentieth century housing conservation conference in Scotland, relishing the chance to speak about Byker and its future to conservation professionals.

Publishing the Plan took some time after the project was completed but, eventually, copies were printed and made available, including some for sale in response to 'external' demand. The Plan included a comprehensive 70 page appendix on the process and results of public involvement. Since completion, the North East Civic Trust has frequently promoted the project at talks, seminars and conferences, to groups visiting Byker, and in

## The Benefits

success

The project showed that strong public involvement in such a project was invaluable and central to its success. It would be counter productive to run a project designed to influence long term management of a social housing estate with heritage significance that did not involve local people in detail, particularly over an issue as locally emotive as conservation and in an estate with a history of community activism.

The key benefits were those common to public involvement activities of this kind, and accrued to local people as well as to the project itself. People had the chance to 'let off steam', and they sometimes felt better able to do so to an 'independent third party charity' than to the Council, where they may have experienced difficulties previously. It generated high levels of awareness about the project and its outcomes, together with community 'ownership' of the Plan process, which the group hoped would make its active use and support more likely in the future. Indirect environmental benefits included local people better recognising the inherent specialness of the place and consequently being more inclined to care for it.

For the project, the process generated a broad understanding of local views on a range of issues. Good evidence was gathered in the form of quotes and statistics to illustrate and back up points made in the Plan. For example, the telling quote, "*If I had the money, I'd move away tomorrow... but I'd take my house with me.*" demonstrated a widely held view that social issues were causing the Estate's problems, not the inherent fabric of the place.

More generally, it brought the issue of 'Byker as heritage' to a head, aiming to instil a better understanding in

## Problems & Opportunities

successfully as a social housing estate.

The main problem for the public involvement aspect of the project was getting enough people involved to make the process meaningful. For an estate of some 9,500 residents, overall responses were not high with average attendance at each of the walkabouts around 20, and questionnaire response rates varying from 8.5% to just 2.5% in parts. Some parts of the estate had suffered a breakdown of resident activity due to apathy and, in one area, as a stand against a perceived lack of response to an earlier Council consultation. There was considerable 'consultation fatigue' in the estate with long running debates about housing management and investment, plus a perception that not enough was being done to act on the results of consultation. One resident summed up the situation with the memorable quote, "*I'm sick of being empowered! I just wish someone would get on and do something.*"

However, with the various routes made available for local people to become involved, and the enduring enthusiasm for the process by resident leaders and other representatives, the North East Civic Trust and the steering group felt enough had been done to give people the opportunity to contribute to the process.

## The Lessons Learnt

- Public consultation on conservation issues in social housing must be a priority, particularly where heritage protection has become a prominent political issue and where the involvement of local people has always been part of the place's history and significance
- Developing an ambitious consultation programme with a wide range of options for involvement gave as many people as possible the chance to be involved
- Sincerity is key. Giving people things to do, not just a chance to talk, is crucial to keeping enthusiasm in a place threatened by apathy and indifference
- The importance also of not over-consulting as this will also lead to apathy and even anger that not enough is being done on the ground
- Showing how the results of community involvement influence and shape decisions and actions is crucial to avoid cynicism and disenchantment
- The process of community engagement, not just the results, is important – increasing an understanding of the place and its heritage significance and generating

# THE SIDE AND SANDHILL, QUAYSIDE

## Summary

The regeneration of the western end of Newcastle upon Tyne's Quayside has been achieved through the implementation of three separate initiatives that have restored and enhanced the historic buildings, improved the public realm and made the area more accessible.

## Context

The development of Newcastle upon Tyne has been greatly influenced by the dramatic topography of the Tyne Gorge. On both sides of the river the land climbs steadily and rapidly over 250 feet. The valley sides, once deeply incised by small streams, are at their steepest immediately behind the river. This terrain led the Roman and early medieval town to huddle around the riverside and set up its defences on the towering sandstone headland above.

In more recent times the gradual movement of the town centre up the valley sides on to higher ground, facilitated by the in-filling of the stream beds, created a thriving upper town with busy commercial and retail streets, civic buildings and leisure facilities but saw the riverside area decline, bringing with it the under-use and decay of historic buildings in the area. High-level bridge links into the 19th century town also hastened the growing divide between the prospering upper parts of the town, represented by Richard Grainger's late Georgian elegant new town, and the neglected medieval Quayside.

This divide, exacerbated by the poor, and strenuous, pedestrian and transport links between the two, continued until the late 20th century. Disappearing industry, the cleaning of the river, the rising enthusiasm for riverside views and massive government investment brought new life and buildings to the modern city's waterfront in the 1990s but did little to re-connect the area with the city centre or to re-invigorate the quayside's historic environment.

## Description

The city's main centre had benefited from the Grainger Town Project and the Eastern end of its Quayside had been the focus of extensive renewal under a Development Corporation initiative in the 1990s but the historic Quayside, the Side, Sandhill and Dean Street area which linked the two parts of the city together had fallen between these two projects. The area had become dominated by pub, club and restaurant uses giving it a lively atmosphere in the evening but a very quiet ambience during the day. Bringing active daytime

uses to the area was considered essential to the prosperity and future of the area. The existing uses had also focused attention on the lower floors of buildings and consequently a number of historic buildings were at risk of decay from vacancy or underuse of the upper floors.

Three separate initiatives by Newcastle City Council combined to address these cumulative problems. Firstly, 'Quay Link' a major project to create a dedicated, environmentally friendly, energy efficient transport system from the town centre to the Quayside; secondly the 'Sandhill Heritage Economic Regeneration Scheme', a grant aid programme to restore and bring back in to use a range of highly significant post -medieval historic buildings; and thirdly 'Hidden Rivers' - a proposal to interpret the lost streams of the early town through public art.

## Costs and Sources of Funding.

In relation to the 'Quay Link' initiative, the overall cost of the public realm aspects of the scheme was in the region of €3.55m, the dedicated streetscapes in the historic area of the Side and Sandhill accounting for €2.22m of this cost. Funding came from Central Government, the City Council and from major Developer Contributions.

The 'Sandhill Heritage Economic Regeneration Scheme' was a three year, €592k project running from 2003-2006. It was a partnership between Newcastle City Council and English Heritage, managed by the City Council. It comprised contributions of €148k from Newcastle City Council (25%), €148k from English Heritage (25%) and €296k from the owners/ occupiers of the targeted properties (50%).

Finally in relation to the 'Hidden Rivers' initiative the art work itself cost €229k paid for by the City Council with a small contribution from the Arts Lottery and private funders. However, the laying of a more traditional floorscape in keeping with the rest of the works to the area would have cost €170k. The real cost of the introduction of the public art scheme was therefore only €59k.

## The Approach and Processes Followed

### Quay Link

Access to Newcastle Quayside has historically been poor; but there were nevertheless over 4m leisure and work related trips per year to the north and south banks of the river. However, only 2% of these visitors travelled there directly by bus. Over 25% of the public used public transport to come in to the city but then mostly walked from the centre to the Quayside. Travel patterns were therefore highly car orientated, leading to traffic congestion and a poor quality of air and environment for both people and the historic buildings alike. The aims of the Quay Link scheme, therefore, were to provide a sustainable transport system for the expanding Quayside areas, to provide an attractive alternative to the car and to integrate the Quayside into the wider, high quality public transport system within the conurbation.

The scheme was designed to provide a highly visible, frequent, integrated, reliable, high quality bus based system achieved through the use of state of the art buses with low floors for easy access. The service is highly visible and branded, the buses powered by alternative fuels with bus stops made purposefully visible but sympathetic to their historic surroundings. The Sandhill, Side and Central quayside area was a key point on the bus routes and subject to regular peak hour congestion. It was vital for securing reliability of services that high levels of bus priority were delivered and to this end a scheme of public realm improvements was undertaken in the historic area, which combined pedestrian and public transport movement whilst removing car traffic from a part of the area and widening footpaths in other parts.

### Sandhill Heritage Economic Regeneration Scheme

'Heritage Economic Regeneration Schemes' focus on the preservation and enhancement of conservation areas through the repair and conservation of buildings, the reinstatement of lost architectural features and the enhancement of spaces between buildings.

The Sandhill scheme was a three year €592k project running from 2003-2006. It was a partnership scheme between Newcastle City Council and English Heritage, and managed by the City Council. The agreed Action Plan of the Scheme focused on the Grade II\* properties 32 Sandhill; 33 & 34 Sandhill; 36 & 38 Sandhill; 39 & 40 Sandhill; and 28/ 30 Close - all of which were regarded as Buildings at Risk by English Heritage. This set of

predominantly late seventeenth and early eighteenth century buildings are regarded as perhaps the finest group of early post medieval buildings in the North East of England. The grant aid was offered at 50% of the costs of the eligible works (split between Newcastle City Council and English Heritage) with a 50% contribution from the owner/occupier.

The focus of the work was on the repair and restoration of the main elements of the buildings, such as walls, roofs and windows. This scheme has resulted in the buildings being removed from the Buildings at Risk Register by English Heritage and provided the opportunity for the development of a more mixed economy and a greater variety of use in the historic area.

### The Hidden Rivers Public Art Project

Newcastle has a number of small rivers or burns running beneath its surface, one of which the 'Lort Burn' once ran to the river along the route of present day Grey Street, down the Side and in to the Sandhill. This 'Hidden River' was celebrated in a programme of public art, developed in tandem with the public realm works for the Quay Link Project. The art work 'Tributary' traces the historic course of the Lort Burn down the Side. The flow of the former stream is interpreted in the materials and design woven into the floorscape of the area – forming a subtle part of the fabric of the street. Channels of granite and slate represent the source of the burn, a sense of downward movement is created by the use of granite paving and interspersed granite cobbles. Slabs of Caithness slate complete the flow towards its confluence with the River Tyne.

### The Benefits

This combination of initiatives has brought many benefits to the area. The Quay Link Scheme has enhanced the quality of the public realm, improved access to the area for pedestrians and via public transport and resolved traffic congestion in the historic area. The Sandhill Heritage Economic Regeneration scheme has rescued important buildings from a spiral of decline and brought them back into greater use. The public art scheme has introduced an element of interpretation and variety to the floorscape. In the long term the breaking of the monopoly of use and bringing a livelier daytime economy to the area may prove to be the biggest benefit.

## Problems & Opportunities

There were, unsurprisingly a number of problems and opportunities, in particular achieving spend within the Sandhill Heritage Economic Regeneration scheme, which relied on building owners taking up grant but also contributing their own funds. A further issue was imposing the new traffic restrictions without creating a clutter of signs and posts, which would have undermined the improved public realm.

## The Lessons Learnt

- Sensitive and well-considered public transport arrangements can positively enhance the historic environment and assist in the regeneration process
- A cleaner environment is healthier for buildings as well as people, creating a pleasanter and more desirable area, increasing the potential for residential and commercial usage
- Public art can be a key factor in improving the setting of a historic area and its buildings and in establishing the identity of an area at relatively low cost
- Variety of use is important in ensuring greater occupancy of historic buildings and in ensuring a more vibrant day/night economy
- Separate but complementary schemes can feed off each other to create benefits greater than the sum of their individual parts - bringing wider regeneration benefits than a single focus scheme
- Organisational arrangements are crucial to delivering a quality result especially where heritage professionals, urban designers, traffic engineers and artists work together



Quay Link



Hidden Rivers paving



Sandhill



# BELFAST

Belfast: Northern Ireland region, UK.  
Population 277,000

- BELFAST CONTEXT
- CULTURAL QUARTERS
- CATHEDRAL QUARTER
- TITANIC QUARTER



# BELFAST CONTEXT

## History and Development

Belfast is the capital of Northern Ireland with a present population of 277,000 and some 800,000 people in the wider metropolitan area. The town received its Charter in 1613 on a site defined by hills and the sea. The city expanded in the 17th and 18th centuries based on the cotton, linen, engineering and shipbuilding industries. The peak for these industries coincided with the launch of Titanic in 1912.

The Laganside Corporation was established by the Northern Ireland Government in 1989 to regenerate areas of derelict land along the banks of the River Lagan, including the former Gasworks. The Belfast Harbour Commissioners have also developed part of the former shipyard, in partnership with a private development company for a Science Park and The Odyssey Complex, which includes a concert arena, cinemas and a bowling alley. The former Harland and Wolff shipyard is currently one of the largest brownfield sites in Europe.

There was little investment in the city's built environment following World War I. This was compounded by damage caused by World War 2 bombing raids and more recently bombings during the 30 years of The Troubles - leaving the urban environment in urgent need of investment and regeneration.

## Europe

Northern Ireland had Objective 1 status, under a special EU Peace Dividend provision. The current regional status is Objective 2.

## Legislation

Following 30 years of conflict, the peace process and the Good Friday Agreement of 1998 a Regional Assembly is now operational giving devolved government to Northern Ireland.

Although the UK planning legislation applies to Northern Ireland, the powers of Belfast City Council are limited because many of the functions operated by local authorities elsewhere in the UK are the responsibility of the Northern Ireland Assembly. The City Council is responsible for environmental health, arts and culture, tourism, regeneration and waste management. In total, there are 11 Government departments and 150 public agencies that have a role in relation to regeneration

activities in Belfast. However, a review of public administration is currently underway and new arrangements will be in place by 2009. This will devolve more powers to local authorities, the number of which will be reduced and will also improve their capability to deliver regeneration activities.

## Strategy

Belfast currently has one of the strongest economies in the UK and the strategy of the City Council has been to encourage growth and investment, develop brownfield sites, and enhance the city centre and to promote cultural tourism. In 2005 there were 6.4 million visitors to the city, which is linked to the designation and promotional material of 4 designated cultural quarters in the city.

## Issues

The key challenge facing the city, now that investment is beginning to be attracted, will be the development of new governance and project delivery arrangements that facilitate the coordinated implementation of the city's cultural heritage led regeneration vision.

The completion of the review of local government in Northern Ireland will provide opportunities for Belfast City Council to take a leadership role in delivering the regeneration of the city. The cultural and social differences that led to the Troubles, however, remain placing added importance on community engagement playing a major role in shaping the city's future.



# CULTURAL QUARTERS

## Summary

Belfast's 'cultural quarters' are based on the identification of 'area-based' character that reflect and celebrate the city's diverse cultural identity. The concept aims to maximise 'benefit' in particular from the city's physical heritage – recognising the potential contribution of heritage qualities not necessarily identified or protected through official designation. When successful, the process increases confidence, local ownership, inward investment, and local and tourist usage - to the overall social, environmental and economic benefit of the city.

## Context

Belfast has a comparatively small amount of physical heritage remaining and few internationally outstanding historic assets. Whilst the urban settlement has a long and complex history, much of the current historic stock of buildings dates from the late nineteenth and early twentieth centuries. There has tended to be a cultural and economic presumption in favour of new development rather than the continued use of older structures and this continues to pose a threat to those historic buildings remaining and consequently to the city's cultural identity and historic character.

As a consequence of the administrative arrangements in Northern Ireland the City Council has, unusually in Europe, little control over the preservation and presentation of this heritage. It nevertheless has a duty to maximise benefit from the city's remaining heritage assets as part of a commitment to its citizens to provide the best quality of life possible along with a vibrant economy.

Both local people and visitors to Belfast identify 'character' as a key element in the 'values' that distinguish the city – a concept that is recognised as intangible, hard to define, mutable and easy to destroy. One way, however, in which this idea has been applied in Belfast is the designation of cultural quarters. These should be thought of not as the geometrical division of the city – but rather as closer to the French quartier – distinctive, geographically defined, cultural entities.



Gaeltacht

## Description

The cultural quarters consist of the Cathedral Quarter, the Queen's Quarter, The Titanic Quarter and the Gaeltacht Quarter based on the areas around the St Anne's Cathedral, the Queen's University, the former Shipbuilding Yards and the Falls Road respectively. Each quarter is different and fulfils a distinct function bolstering and preserving the city's overall character and identity. Cathedral and Titanic Quarters are examined in detail as case studies in their own right and Queen's and Gaeltacht are briefly described below.

Queen's Quarter takes its name from the Queen's University of Belfast, originally established as a college of the Royal University of Ireland in 1847, gaining its current title and status in 1907. The key built heritage element of the University is the mid-nineteenth century neo-Tudor Lanyon building set back from a main traffic route behind green lawns and adjacent to an important early nineteenth century Council-owned public park which includes historic structures and landscapes and houses an element of the national museum. Surrounding housing – mainly late nineteenth to early twentieth century – reflected a variety of social status. There is now considerable commercial usage and in many cases property prices make parts of the area unaffordable to the student population. The area was regarded as safer than many during the Troubles. Post conflict prosperity has further increased pressure on character, not helped at times by development proposals insensitive to the historic building stock.

The Gaeltacht Quarter, although a defined area of about 1.6 sq. km in West Belfast centred on the Falls road, does not relate principally to physical structures, but rather to a cultural affinity to the Irish language. The Irish Free State regarded the native language as the key element of national identity and designated for special treatment 'Gaeltacht' - areas where it still predominated after a dramatic decline across most of the country during the nineteenth century.

The language became closely (but not exclusively) associated with the struggle for independence from Britain. West Belfast is a geographically and culturally distinctive area where a growing confidence has been expressed through increased interest in the Irish language, including the emergence of schools in which it is the medium for instruction. The Good Friday Agreement in fact led to organisational and financial support for the Irish language. Unlike the Republic of Ireland, in Northern Ireland English has been the official language and the decision to support this process is part of the current political accommodation and, as such, has considerable social and cultural significance.

In many ways, therefore, language for the Gaeltacht Quarter plays the same role as built environment in the other quarters – a key indicator of identity rather than aiming to encapsulate the totality of the areas character. As elsewhere, this has been expressed through public art – both official and unofficial (murals), increased activity and cultural festivals, which have been supported by the Council. The Quarter designation has also been a focus for broader economic regeneration. A report was commissioned in 2004 by the government departments of Culture, Arts and Leisure, Social Development and Enterprise, Trade and Investment. This declared that the Quarter was ‘An extraordinary opportunity, born of extraordinary circumstances, demanding an extraordinary approach.’ and advocated a strategy which focused on wealth creation, drawing on a cluster of Irish Language and Cultural based enterprises and activities, with significant tourism potential.

## Costs and Sources of Funding

Costs vary significantly as a consequence of the different approaches and range of agencies in each quarter ranging from major capital expenditure on signature new buildings such as in the Titanic quarter to smaller projects in the Cathedral quarter aiming to act as a catalyst for regeneration (see case studies). A range of funding has been and continues to be attracted to the cultural quarters as an on going part of, for example, Government departments and the City Council fulfilling their functions relating to public realm, cultural events and tourism promotion. EU funding has also been successfully obtained including c. €1.5m spent on specific heritage-related signage in the quarters and city centre.

## The Benefits

The designation as a Quarter has both literally and conceptually sign-posted the area as attractive and important to visitors and citizens. Minor public realm intervention supports and emphasises character. Events and cultural activities promoted by the Council in the park within the Queen’s Quarter have been vital in making explicit the diversity and vigour inherent in the area, as well as bringing in new audiences – particularly families who may not have connected with a place presumed to be dominated by young adults. The University also runs a major international cultural festival during winter months that opens up and supports a variety of venues and puts considerable amounts into the local economy.

The Gaeltacht Quarter has also been a considerable draw to tourists, attracted by its distinctiveness and a desire to see and understand important sites in the history of the Troubles. Interestingly, there is every sign that this interest is growing and is sustainable as the events themselves become more remote in time. These visitors help facilitate a reflective process for locals which adds validation to a community which at times has been marginalised and is still under economic pressure containing some of highest levels of deprivation in the whole of Northern Ireland. While the economic benefits have yet to be maximised, there is some evidence that interest and appreciation of the built environment has increased.

## Problems & Opportunities

Cultural quarters draw on many of the success factors common to other heritage projects, such as depending on the identification and use of specific character and engagement with communities. As a result there is potential for more to be rolled-out without necessarily diminishing impact. They offer the chance for tourists to engage with the local and authentic. This multi-factoral approach has proved economically successful, drawing in private as well as public investment.

The plethora of agencies and government departments as in Northern Ireland however can either lend strength or equally lead to sporadic implementation and a lack of coordination— for example public realm work may not proceed at the same time as other improvements and thus have diminished effect. Success can itself pose a threat where an influx of tourists can also dilute distinctiveness and new found prosperity can raise prices driving out the local population and lower level cultural activity - in turn destroying the character upon which the Quarter depended.



Queen's University



## The Lessons Learnt

The concept of cultural quarters demonstrates:-

- The value of Identifying an areas distinctiveness making its heritage character explicit and providing a framework to facilitate and celebrate diversity
- That Quarters need to be adaptive and flexible over time drawing on a full range of tools and approaches – ranging from enhancement of the public realm to organisation of festivals and events
- The importance of focusing as much on people as on buildings in promoting and regenerating an area
- That Quarters can validate and support local communities, add value to the quality of life and bring considerable economic benefits
- That to be successful they must draw on genuine character and authenticity and connect with local people as well as tourists

# CATHEDRAL QUARTER

## Summary

The regeneration of the Cathedral Quarter aims to re-establish Belfast's historic core as a distinctive and attractive mixed-use quarter and as a thriving and vibrant cultural hub. The project commenced in 1997 under the remit of the Laganside Corporation and to date has seen improvements to the public realm and the delivery of a number of key projects as part of an on-going programme of regeneration.

## Context

The Cathedral Quarter is the historic heart of the City of Belfast and the story of the modern City begins there in the early 1600's. Although little remains from the early period of development, the area's character and spatial arrangement are still reminiscent of the 17th century street patterns. In the 18th century the Quarter was an important mercantile and financial district. Belfast in the late 19th and early 20th century was at the height of its industrial and economic power and the buildings of the Cathedral Quarter reflect the sophistication of high Victorian architectural fashion.

Through the second half of the 20th century, many of the key buildings fell into disrepair and disuse as Belfast's industrial decline was compounded by sectarian and political strife. De-centralisation of activity from inner city to the suburbs followed as the central zone was, until the 1990, closed to the public during evening and nighttime. The Quarter was largely outside the City centre security zone and this led to a perception that it was a high-risk area for private-sector investment. The result is that Belfast's city centre has yet to become the developed social area usual in other cities of its size and status.



St Anne's Cathedral

## Description

The Cathedral Quarter is an area of approximately 12.1 hectares within Belfast city centre and north of the central retail and financial area. The area was named after the 20th century St Anne's Cathedral following an extensive public consultation. Part of the Quarter is within the Cathedral conservation area, which has approximately 20 listed buildings.

The vision for the Cathedral Quarter is that it will become a dynamic and distinctive mixed use, historical and cultural quarter within the centre of Belfast. It will play a diverse and dynamic set of roles, contributing to the economic performance of both the City centre and the wider City region. Strategic programmes focused on the development of a cultural and entrepreneurial role for the Quarter with an emphasis on specialist retail outlets, visitor appeal and a programme of urban regeneration and high quality public realm improvements. Emphasis was also placed on the viable reuse of the historic building stock and the preservation of the intricate street pattern to develop the unique identity and feel of the area.

## Costs and Sources of Funding

The redevelopment of the Cathedral Quarter has benefited from significant investment focused on promotion of the area as a cultural quarter. Total investment of €7.34 million came from Laganside, Department for Social Development and European sources between 1997 and 2006. Since 2003 European Regional Development Fund monies of over €2.05 million have significantly enhanced the available budget by providing 75% funding for a number of key projects which include: Cotton Court, Royal Avenue and Shah Din redevelopment as managed workspaces, Cathedral Quarter Streetscape improvements, and an open space project at Cathedral Close to create Writers Square.

## The Approach and Processes Followed

Laganside Corporation, an arms length development agency, responsible for turning around the fortunes of the riverside area, took on the Cathedral Quarter in 1997. The vision for the regeneration strategy highlights its cultural and historic importance.

The area is made of warehouses, public buildings, retail buildings and residential units. This mixed-use character has been preserved with a range of new uses concentrating on creative and cultural organisations and businesses. A particular focus has been the provision of redeveloped historic buildings, as managed workspaces at a rental cost below those commercially available. This supports the sustainable reuse of some of the historic building stock and has enhanced the identity of the area providing the basis for its role as a creative and cultural hub of the City.

The programme included redevelopment of a cotton warehouse in Cotton Court, bank premises in Royal Avenue and Shah Din a wholesale warehouse with a restored 19th century shop front - used as managed workspaces housing a wide range of cultural and community organisations. Some of the premises are equipped with specialist facilities such as Belfast's community television (Northern Visions) studio and editing suite. Some have publicly accessible galleries and facilities such as Belfast Exposed Photographic Gallery. Other spaces including the upper floors of commercial premises have been actively developed and brought into use through the encouragement of cultural organisations into the area. The Belfast Community Circus School purpose equipped facility was one of the first cultural venues created within the area. The most recent, the Black Box performance space, was developed in 2006 through support from Belfast City Council as a stimulus and venue for evening cultural programming.

A grants programme for cultural activity and support for cultural organisations to assist programming in the area has added vibrancy and public awareness of the area as a cultural hub. The Cathedral Quarter now supports a range of cultural festivals and activities including the Cathedral Quarter Arts Festival, which attracts an audience in excess of 50,000. Cultural activity is used to create an identity for the areas through both general artistic activity and also activity, which conveys and amplifies the historic nature of the area. This eclectic mix including private and public spaces and a social enterprise pub has encouraged entrepreneurial restaurateurs and café owners to capitalise on the image of the area now one of into the City's trendiest nightspots.

There have been public realm improvements to enhance the character and style of the area with upgraded

streetscapes and open and accessible public spaces such a Writers Square that celebrates Belfast strong literary history. The Cathedral Quarter Building Enhancement Grant offered discretionary grants to owners/occupiers to undertake high quality repair works to the exterior was launched in 2004 and has resulted in upgrading of privately owned premises. Key private developments are also encouraged as investment opportunities with major development now in progress. This cultural process has enhanced and developed an awareness of the physical improvement projects and has been essential in engendering a sense of ownership.

The enhancement of the cultural offer in the Quarter will benefit from the future development of the MAC (Metropolitan Arts Centre) a major new multi art form centre. This will be the cultural centrepiece in the development of St Anne's Square to the rear of the Cathedral with the creation of a piazza and accommodation for retail, office and residential use. A further development at Royal Exchange will provide retail and restaurant space which takes in a large area to the North of the Quarter and will connect the quarter with the main shopping street. The "Four Corners" building is to be redeveloped as a hotel.



Street entertainment Cathedral Quarter

## The Benefits

The Cathedral Quarter has undergone a transformation from an underused area with vacant sites and derelict buildings and is emerging as a vibrant and distinctive historic district and cultural hub. The cultural focus of the regeneration strategy has brought the following benefits:-

- Restored investor confidence with a number of high quality developments completed and significant planned commercial developments
- Approximately 700 permanent jobs have been created
- 50 cultural organisations have moved into the area providing valuable reuse of historic buildings and enriched awareness and understanding of the cultural and architectural heritage of the area
- Increased visitor numbers to the City which are now over seven times 1997 levels with many of the short break visitors attracted to the distinctive cultural offer and night life within Cathedral quarter
- Provided an essential link with communities outside the Cathedral Quarter area, particularly with communities and interest groups from disadvantaged areas of North Belfast - paving the way for plans to connect communities to the North of the City.

## Problems & Opportunities

Low residential use and difficulties with orientation for visitors and occasional users has been a key problem. This has been addressed by raising awareness of the area through cultural branding and information. The danger of attracting a late night drinking culture has been highlighted and is counteracted by a continued focus on cultural provision. There are also active attempts to encourage residential development, which will be realised in proposed new commercial developments.

Laganside Corporation was wound up in April 2007 and the transfer of assets and responsibilities are currently in transitional arrangements with the Department for Social Development, a regional governmental department, with the aim of bringing it under Belfast City Council. This will offer further opportunities for further integration and a holistic approach to strategic city development.

## The Lessons Learnt

- The potential that a city's unique identity can contribute to shaping a heritage led regeneration strategy for the city as a whole through the identification of 'Cultural Quarters'
- The importance of a holistic approach, covering promotional events as well as physical improvements and a mixture of uses including residential, in order to establish and maintain an areas vitality and viability
- The Importance of looking at heritage broadly In terms of people as well as physical assets and of developing mechanisms for dialogue and communication with the community Including all stakeholders
- That such a cultural heritage approach can deliver both social and economic benefits in terms of celebrating and recognising distinctiveness, raising heritage awareness and developing local 'pride of place', delivering inward investment, job creation and increased visitor numbers
- That alternative Implementation models such as an arms length development agency can be an effective mechanism for the delivery of regeneration projects particularly where there is a clear vision
- The overarching importance of an integrated governance structure that facilitates leadership and coordinated policy development and programme delivery

# TITANIC QUARTER

## Summary

Titanic Quarter is a major regeneration project to the east of the current Belfast city centre in the early stages of its development. It aims to reclaim a former industrial and shipyard area with new residential, commercial, and educational and leisure development, branded by its key historical association with the ship, Titanic.

## Context

Belfast developed as a port town from the seventeenth century, but access for larger ships was limited by a shallow and winding channel. The Harbour Commissioners improved the channel through dredging in the first half of the nineteenth century. The waste material formed an artificial island, at first used for leisure. By the 1860s this 'Queen's Island' was being used for shipbuilding, which rapidly developed into a major industry – the main company involved, Harland and Wolff, had become the largest in the world by 1900. Another company, Workman Clark, also operated on a very large scale.

Harland and Wolff had developed a close relationship with the White Star shipping line, which provided transatlantic passenger services. The Harbour Commissioners constructed the largest dry dock in the world to support the building of the 'Olympic' class of liners. First the Olympic, then the Titanic – the largest man-made moving objects ever made to that time – were built. The disastrous sinking of Titanic on her 1912 maiden voyage still resonates and provides the key branding for the whole area.

After World War I shipbuilding went into cyclical decline, which accelerated after World War II. In spite of continuing to produce substantive innovative projects, by the last decades of the twentieth century new ships were no longer built and the workforce was a fraction of that in earlier times. By 1990 the site had been identified as a major brownfield opportunity, when the process of clearing existing infrastructure started. A site of 86 hectares was made available for development.



## Description

The area was branded by its heritage association and named Titanic Quarter in 2000, as part of a wider strategy to realise the potential of culturally distinctive areas within the city as a whole. The developer, Titanic Quarter Limited's (TQL) vision for the area is as 'a high profile European waterfront development firmly rooted in the history and character of Belfast, acting as a driver for high quality investment and development...'

The key physical heritage assets include the artificial island itself; the site of the slipway from which the Titanic was launched; Thompson Dry Dock and Pump house; a flooded dry dock housing a World War I battle cruiser still in Royal Naval service, the Harland and Wolff Headquarters building and two very large cranes. Protection is provided by a mixture of designation as 'listed' buildings and 'scheduling' – the latter being commonly used for archaeological sites. These physical elements are given added significance by the associative values, characterised internationally in terms of the Titanic ship and its short, but dramatic life. Locally, the values are more complex, being both wider and deeper, particularly for communities in the area, which supplied the shipyard with labour within living memory.

The master planning process envisages high quality residential and commercial buildings, public realm development, and a number of major developments, which so far include a campus for higher education and a new Public Record Office. A central feature and key draw for visitors will be a signature visitor attraction exploring the history of the Titanic and its context.



## Costs and Sources of Funding

The bulk of the Titanic Quarter is held on long-term lease by TQL, which has a prime focus on residential and commercial development. It is a partner with the Northern Ireland Tourist Board (NITB) and Belfast City Council in a bid to the Big Lottery Fund to support the building of the signature visitor attraction, which was not successful. Other ways of taking forward the project are therefore actively being sought. The Titanic is one of five key strategic tourist themes across Northern Ireland identified by NITB. The main cost of the new €50m record office will come from the government Department of Culture, Arts and Leisure.

The Thompson Dock and Pump house are major surviving heritage elements. Currently NITB has committed about €2.5m, Belfast City Council c. €0.15m, along with some support from the Environment and Heritage Service, to stabilisation and development in this area.

Overall the Titanic Quarter development is currently estimated to have an eventual value of €4.4 billion in total.

## The Approach and Processes Followed

A key element in the approach followed has been public-private and multi-agency partnerships. Commercial development is running in parallel to safeguarding and utilising the heritage assets, which have an important role in branding the area. As well as being the designated developer TQL, needs to deliver publicly set agendas as well as profit to share-holders. It faces a difficult task in combining the more generic attractions of waterside development with the specifics of heritage and character.

The signature attraction typifies this in terms of partnership, a mix of funding, and as a mechanism to bring people and further investment into the area. It will consist of an aspirationally-iconic building with a number of historically themed exhibitions supported by public spaces for community and large-scale catering use, sitting close to the former Harland and Wolff headquarters building and to the slipway from which the Titanic was launched. Careful public realm development of the space aims to enable people to connect with the heritage. This development is designed to be finished for the 2012 centenary of Titanic. The scale of this development means it has major strategic implications for the structure and economic future of Belfast as a whole.

In the shorter term, there is already tourist interest in the area's heritage assets, for example, the Thompson Pump house and Dock (leased to the Northern Ireland Science Park) will act as gateway to the area up to 2012.

The Dock was built specifically to cater for the Olympic class liners. It was the biggest in the world and remained in use until the new millennium, emphasising the continuity of the shipbuilding story. These assets are the most substantial and intact remaining from the heyday of the shipyard. The Pump house has been stabilised and it is now open to visitors. Public realm and stabilisation work has made the Dock accessible and recovered some idea of its function from previous dereliction. The Dock effectively preserves and communicates the physical footprint of the Titanic. It also illuminates the wider story of shipbuilding as one of innovation and struggle. Ship repair and other heavy engineering still goes on in the area and, even closer to the site, the Northern Ireland Science Park acts as an incubator for new, innovative industries.

## Problems & Opportunities

The concept of Titanic Quarter is both a threat to and a validation of the heritage of the site. Whilst many physical assets have been lost, the space still embodies values that embrace important elements of the defining characteristics of Belfast, based on a genuine historical narrative. These values are widely recognisable on the world stage and care needs to be taken to ensure their integrity as part of the commercial realisation of the project.

In simple terms 'Titanic' can either mean the triumph of constructing Olympic and Titanic – one of which had a long and successful career - or the fictionalised and dramatised story of one vessel's sinking, far from its birthplace. The challenge for Belfast is to own, manage and use its heritage for regeneration or accept a secondary role in a product determined by others.

## The Lessons Learnt

- The opportunities of a 'value-driven' approach to heritage led regeneration and its potential for wider application in other cities where recent cultural events could act as a strategic catalyst for regeneration
- Even after physical assets have been lost, sites can still embody important characteristics and values
- Even where these have global recognition and significance, there must be a connection to local communities to ensure authenticity and validity
- The importance of partnership and public sector investment to ensure cultural heritage opportunities like Titanic are initially commercially viable and attract private investment

# GÖTEBORG

Göteborg: Västsverige region – Sweden.

Population 489,000

- GÖTEBORG CONTEXT
- CITY RENEWAL IN HAGA
- VALLGATAN – WALKING SPEED STREETS
- GAMLESTADENS FABRIKER REGENERATION
- THE PEDAGOGEN PROJECT



GÖTEBORG

# GÖTEBORG CONTEXT

## History and Development

Göteborg was founded in 1621 as a fortified trading port and was built by Dutch engineers with moats, ramparts, walls and canals. The economy in the 18th and 19th centuries was also based on trade, dominated by the Swedish East India Company. In the 19th century the city developed into a strong industrial economy, ultimately developing international industries in the 20th Century such as SKF ball bearings, Volvo cars and several shipyards.

Severe economic recession in the 1970s resulted in most of the shipyards being closed and led to a major structural change in the local economy. Although Göteborg is the largest port in the Nordic region, much of the economy is now based on knowledge and logistics, and the city promotes itself as a City of Events, hosting everything from conferences to Sports Championships and political summit meetings.

The city has a history of giving high priority to housing for workers. Typical for Göteborg are the three storey 'Governor' buildings that were built between 1870 and 1940. Due to fire regulations, which only allowed wooden houses in two storeys, the county governor made an exception and allowed a building type with a stone ground floor and two wooden upper floors. Many of these buildings were demolished in the 1960s and 1970s but those remaining form an important part of the city's built heritage.

## Europe

Göteborg is located on the Swedish west coast, in a strategic position midway between the three Scandinavian capitals of Stockholm, Oslo and Copenhagen. The city is the centre of the Västsverige region and has EU Objective 2 status. There has been virtually no use of EU funds in the heritage regeneration of the city in the period 2000-2006. 2007-2013 may provide opportunities for Göteborg to access EU funds under the Regional Competitiveness and Employment objective, which has a special emphasis in Sweden on urban areas, new jobs and new businesses. The city has participated in several trans-national European projects and is presently reviewing its strategy and considering what sorts of projects to bid for or to take part in during the period 2007-2013.

## Legislation

Under Swedish law, there is a comprehensive up to date plan for the whole city supported by details about existing uses and policies on short and long term changes of land use. There are seven formal stages to this planning process, which can take as long as three years from start to legal approval and includes the requirement to consult with stakeholders as well as with the general public.

## Strategy

The comprehensive plan for Göteborg seeks to balance social, financial and environmental factors in order to develop a viable long-term sustainable city. The strategy for urban development is to concentrate growth around strategically located public transportation nodes and to increase the housing density of the inner city areas. The comprehensive plan seeks to develop the existing character of Göteborg as a city of human scale, to enable a mix of old and new buildings, and to develop the connections between different parts of the urban area, particularly across the river. In the near future, a number of large centrally located brown field redevelopments will be started, which are planned to double the size of the city.

## Issues

Much of the heritage value of Göteborg lies in the common heritage that forms part of the everyday environment and buildings, including its industrial past. It will be important for the City Council to continue to communicate the value of this common heritage to all who are involved in urban development - residents, visitors, property developers, politicians and administrators.

Creating an attractive liveable environment that develops what is characteristic of Göteborg has been identified as a key priority in the new general plan for the city. The issues reflected in the case studies selected remain critical to the future success of Göteborg as a viable sustainable city – one that meets the needs of its citizens and that is successful internationally. These include human scale living such as at Haga; people friendly walking speed streets as at Vallgatan and finding new uses for key heritage buildings, for example, at Gamlestaden Fabriker and Pedagogen -uses that reflect the city's aspirations economically and form a key part of its identity.

# CITY RENEWAL IN HAGA

## Summary

The Haga project relates to the modernisation, upgrading and restoration of a former working class district in the central part of Göteborg. This case study shows not only how an old residential area has been regenerated reflecting its historical and architectural values, but also the central role the community can play in preserving important parts of a city's historic structure and buildings.

## Context

Haga was the first suburb of the city and located just outside the city walls. It is today considered unique, both within Göteborg and in Sweden as a whole, due to its age, special functions and distinctive architecture – containing several listed buildings and courtyards safeguarded by preservation plans and legal regulations covering building conservation and development.

The first part of Haga was built in the mid 18th century on the foot of the Skansberget hill. During the 19th century, it was enlarged to the north with residential buildings in the form of tenancy apartments for the working class and craftsmen, usually 2 storey wooden houses in two and three flats with courtyards. The houses and courtyards also contained smaller buildings, workshops and food shops - commercial functions that during the second half of 19th and early 20th centuries were complemented by specific buildings for charitable institutions, schools, a library, a church, a children's hospital and public baths. These 'public' buildings were usually financed by philanthropic foundations.

Haga has consequently developed a strong identity with wooden houses from different periods, including so called governor houses with brickwork on the ground floor, together with brick buildings in the northern parts of the town district.



Haga wooden buildings on left

## Description

Overpopulation was, however, a problem in Göteborg in the late 19th and early 20th century and although new houses were built, Haga was extremely crowded by the turn of the century with 13 – 14,000 inhabitants. Gradually people moved to other parts of the town and in the 1950s only 6000 people still lived in the district. Living conditions were not considered sanitary and the area suffered social and cultural stigmatisation leading to initial pressure to redevelop the area and create a 'modern' city.

During the 1960s and early 1970s public opinion gradually changed with growing interest among conservators, architects and the general public in the heritage and cultural quality of Haga. Many students had moved into the area during this period and this new group of young people played a part in changing views on the area's future. As a result of this interest and public protest at proposals to demolish the area, a new proposal for the future of the district based on 'conservation principles' was presented to the public in 1974. Guidelines were prepared involving the local community and a wide range of stakeholders and approved by the City Council in 1976. In 1979 Haga was declared a district of national interest by The National Heritage Board.

The 'conservation' vision approved by the City Council (including the guidelines covering both preservation and redevelopment) meant that Haga was to become a residential area within the city plan, in accordance with the historic settlement and old street pattern. New buildings were to be designed to relate to and respect to the character and form of the existing ones.

## Costs and Sources of Funding

Interest free loans of about €6,450,000 from central government were made available to the property owners to facilitate the regeneration process, initially however only for new buildings but extended later to cover improvements to existing buildings. The loans however only applied to residential properties and not to commercial uses. Further funding also came from the National Heritage Board rescue action in the mid 1980s and from the local authority, both of which helped promote the regeneration process.

## The Approach and Processes Followed

The preservation and renewal started in 1978 and was finished almost 20 years later in 1997. The City Council estates department bought houses to 'kick start' the project and Haga was divided organisationally into housing company option zones with each company given responsibility to deal with the problems and financing of each block.

While there were guidelines, plans and funding supporting the overarching design of the renewal in respect to the old structure and architecture, many questions had to be solved. In each case this was done in collaboration with the City Museum and the Cultural Heritage department of the County Administrative Board on the one hand and the residents on the other, with the City Planning Authority acting as a mediator between often conflicting interests. Once the eventual decision was made to save a building, small groups of residents were involved in the process. These groups had very strong opinions and were tough negotiators about the style and the quality of renovation and refurbishment. Larger resident groups were also formed dealing with wider issues and overall therefore the project involved very significant and detailed consultation with residents.

## The Benefits

The old street pattern and the scale of the buildings and blocks have been preserved and about 25 % of the old wooden houses retained fulfilling their original residential function. Change has also introduced new features largely as a consequence of the involvement of the local community, such as children's play areas, which have attracted young families to live in the area.

Residents are very proud of this area and even the people who initially did not want this regeneration to happen are now pleased with it. The economic value of the properties has increased in real terms – particularly

with the money spent in improving the general environment and technical infrastructure of the area.

Despite the fact that the regeneration by its nature has inevitably resulted in the loss of some heritage qualities, this should be seen, however, in the context of Haga originally being designated for demolition and clearance. In practice a large amount of historical and architectural heritage has been preserved thanks to the influence of residents, student groups and conservation officers at the City Museum.

The different and changing views on preservation and renewal of Haga over its long implementation period have resulted in variations in approach. The southern part of the area, for example, has a preponderance of new architecture sometimes lacking coherence with mixed materials, designs and colours – but also good examples of new buildings that reflect and respect the character and traditional forms of the area. Haga Nygata and several other blocks on the other hand have focused on the conservation of the area and preserving the area's historic identity.

## Problems & Opportunities

The regeneration of Haga is characterised by and is the result of a range of sometimes conflicting interests where many groups mobilised and took action to defend their particular values and interests – a reflection of a multifaceted democratic society. In this complex and sometimes arbitrary management structure, the City Planning Authority had to function as a mediator between conflicting interests helping to negotiate acceptable compromises to ensure the area was improved.

In this context of securing progress several buildings were knocked down and the preserved buildings refurbished to modern standards, sometimes arguably in conflict with the strict historical integrity of the properties. Out of a total of approximately 200 wooden buildings fronting directly onto the street, 56 have been retained. Also the traditional social/cultural life and working class atmosphere of Haga has undoubtedly changed as the new investment has led to 'well to do' families occupying the area. From being a mixed city Haga was now seen as mainly a quiet respectable housing area. Today it is only Haga Nygata that contains shops and cafés offering the vitality reminiscent of the old city.

## The Lessons Learnt

- The central role community and stakeholder influence can have over the democratic and technical decision making processes resulting in a change of strategy and in this case the preservation of historic buildings and the overall heritage character of an area
- The importance of involving the community and stakeholders in the process and the resultant benefit of community 'ownership' of the project and pride in the area
- The importance of access to Government financial support such as interest free loans and grants in providing the catalyst to

encourage private investment and delivery of conservation objectives

- That involvement of conservation expertise is of crucial importance if city renewal is to support heritage led regeneration and retain an area's historic identity and integrity
- That the involvement of the City Planning Authority was of key importance in implementing guidelines for the preservation and redevelopment of the area as well as acting as 'mediator' in managing conflicting interests within the regeneration process
- That investment in cultural heritage can result in unplanned social change as higher prices and enhanced status leads to changes in the population and potential problems of social gentrification



Haga governor building

# VALLGATAN – WALKING SPEED STREETS

## Summary

The Vallgatan project concerns the upgrading and reconstruction of a number of narrow streets in the city core of Göteborg. The streets have been converted into 'semi-pedestrianised' streets – streets where cars are allowed but only at "walking speed". The project is particularly characterised by being a public private partnership (PPP) where all the stakeholders involved in the project - the municipality, property owners and shop keepers – together perceived the proposal as delivering a range of benefits that met each of their particular objectives and aspirations. This partnership approach, which includes co –funding has been extended across the city and offers significant potential as a model that could be adopted more widely across Europe.

## Description

In the 1980's property owners and retailers in Vallgatan lobbied the City Council for improvements to be made to their external environment. The street was a rear delivery street to nearby shops, the shops in the street were declining, and the street paving and lighting were both in poor condition.

The strategy collectively developed by property owners, shopkeepers and the council for the Vallgatan area was to strengthen its environmental qualities and social status and to improve the market values of the streets for real estate owners and shop keepers. The scheme proposed by the City Council to meet these needs was to create a 'yard street' - removing most cars from the street with no parking provision provided and with speed restrictions to ensure that those cars permitted would only travel at very slow speeds. The proposal involved making the townscape or 'public realm' more attractive with new paving, lighting, street furniture and signs.

The Vallgatan project was carried out in 1994 and the scheme is widely considered a success having achieved its objectives, particularly in terms of the new shops and other businesses that have been attracted to the area and their subsequent success.

## Costs and Sources of Funding

The Vallgatan experience led to the adoption of a project-funding model based on public private partnerships where the municipality pays half of the cost and the rest is shared between the property owners. In the case of Vallgatan the City suggested that it would fund 50% of the works and that the 28 property owners in the street would fund 50%. After negotiations with the property owners, 27 agreed to meet the full private sector 50% of the co-funding costs i.e. also meeting the costs of the one business that decided not to contribute.

## The Approach and Processes Followed

The model developed is fundamentally based on partnership with property owners, shopkeepers and the council working together to agree the best solution sharing responsibility and costs. The greatest challenge in implementing the approach beyond Vallgatan has been however to convince property owners that everyone benefits from an improved street environment and that they should become involved and contribute financially. In this respect the Vallgatan experience has been invaluable as it allowed the private sector to act as advocates for the benefits that can be delivered - underlining the importance of enthusiastic 'champions' from outside the local authority in delivering the social, economic and environmental benefits that can be achieved.

Since this first successful project was finished another three streets have been converted – Södra Larmgatan, Trädgårdsgatan and Magasinsgatan fundamentally following the same approach. The fifth street to be done is Drottninggatan, where the initial 'negotiation group' of stakeholders have begun to explore what should be done.

In the case of Magasinsgatan the approach was extended to include the refurbishment of the historic houses in the street in addition to repaving the street – leading to a greater social cohesion and a significant improvement in the area's vitality and perceived status locally. Again the need arose for a shortfall in funding to be shared by all other partners, including the municipality, following some deciding not to contribute financially.

## The Benefits

The main benefits of the 'semi-pedestrianisation' programme have been: -

- A 50% increase on average in the number of people walking in the streets
- Maintenance of an accessible city by allowing restricted traffic access
- A safer environment with approximately a 30% reduction in accidents including at night as a consequence of some traffic being present
- A livelier city core as a consequence of more people being attracted into the city centre
- 30 new businesses moving into the area partly as a result of environmental improvement
- Rental values increased from between 10% - 50%
- The ability to progressively extend the approach where appropriate across the centre as a whole as a consequence of public private sector partnership.



*Walking speed streets in the city centre*



## The Lessons Learnt

- Although this type of street improvement has been done in many other historic cities across Europe, the role of the private sector and the scale of funding is a distinctive feature of the model developed in Göteborg with potential to be replicated elsewhere
- The value of partnership with property owners, shopkeepers and the council working together in this case to agree to agree the best solution - sharing responsibility and costs
- The greatest challenge in implementing the approach is to convince property owners that everyone benefits from an improved street environment and that they should become involved and contribute financially
- The importance of identifying enthusiastic private sector 'champions' in delivering the social, economic and environmental benefits that can be achieved
- The crucial role of civic leadership in communicating with all stakeholders and supporting the partnership process
- The wider benefits in terms of social cohesion and economic prosperity that can follow investment in the 'public realm', whereby a better environment makes an area safer and better used and as a result more attractive to both residents and businesses



*Walking speed streets in the city centre*

**GÖTEBORG**

# GAMLESTADENS FABRIKER REGENERATION

## Summary

The economic development of Göteborg in the 18th and 19th centuries was connected with the East India Company, which had its headquarters in the city. As a consequence the city has a rich legacy of industrial architecture.

This project concerns the modernisation and upgrading of a former industrial area to the northeast of the city centre and the site includes the city's oldest industrial building. There are also former textile factories, a power plant and workshops. In total, there was 62,000 sq m of industrial floor space on the site.

The challenge of finding new uses for former industrial buildings is a common one amongst many European towns and cities. The distinctive features of this project are the scale of the buildings and site, the internal and external quality of the development and the participation of tenants in the project's development and management.



## Context

The site includes the southern parts of the Old City (Gamlestaden), also called Nya Lödöse which was the Swedish gate to the North Sea between 1473 and 1621 when the city was moved further out in the river and the citizens moved to the new city. The properties were taken over by the city and the area where the small river Säveån meets Göta River was rented out as agricultural land. Niclas Sahlgren, director of the Swedish East India Company started a sugar factory in the area in 1729 - Göteborg's oldest industrial building. In 1854 the building was taken over by Rosenlunds textile factory and converted to a cotton mill – Gamlestadens Fabriker AB. The international restructuring of the textile industry that took place during the 1960s resulted in the winding down of local textile production over a number of years, leading to the last parts of the company being sold during the 1980s. The area also housed workshops formerly associated with SKF ball bearings and Volvo built its first car on the site – companies that have both now relocated to meet their modern day needs.



The Gamlestaden's area is considered an important historic part of the city, consisting of buildings of different ages and remains from the early industrial era of Göteborg. The sugar factory from 1729, the spinning mill from 1873, the Power plant from around 1900, another spinning mill from 1916, the workshop from 1880 and a

number of 20th century buildings are listed in the city programme of heritage buildings. The area is also part of the Nya Lödöse area, which is protected according to the law of ancient monuments.

The heritage qualities of the old buildings have been used as an attribute to guide the regeneration process and to market the area. When regeneration started some 15 years ago the area was perceived as an insecure neighbourhood with few people still working there and no one living in the area. It was regarded at that time as a part of the city that was ripe for redevelopment.

## Description

The project involved the incremental regeneration of the area with a preservation and building strategy to guide its work programme. This strategy included a key objective to not only restore the area but to improve its social status. The civic vision that was formulated was to create a dynamic and competitive area for people to work and live in a historic environment.

The Swedish insurance company SPP acquired the site in 1990 as part of a wider property deal and the regeneration of the site began in 1993 on the basis of a step-by-step process related to the injection of capital by prospective tenants. A proposal by a local developer to introduce a media centre represented the turning point and "made the wheels start rolling". The work was subsequently carried out on a phased basis, responding to the involvement and financial input of new tenants.



Refurbished industrial building

## The Benefits

The heritage qualities of the site clearly provided an appropriate context within which the creative industries attracted to the area were able to prosper. There are now 70 businesses on the site and only 4000 sq m of vacant floor space out of the total of 62,000 sq m. A key success factor in achieving this outcome has been the sensitive regeneration of the old buildings. The design approach was informed by a detailed analysis of the heritage character of each building thereby ensuring the new works respected each building's individual qualities. The success of the project has also been due to the active involvement of the tenants in ongoing property management as well as to the contribution of a dynamic project development group.

The most obvious benefits of the redevelopment are:

- 14 former industrial buildings brought back into use
- 70 companies moving to the area
- 1200 jobs created in the area
- Mixture of uses attracted improvingly social vitality and safety of the area.

## The Lessons Learnt

- The importance of a clear civic vision combined with a phased delivery strategy that recognised the project's reliance on the incremental availability of private finance
- The value of public and private sector working together in this case providing complementary conservation, design, funding and marketing skills
- The importance of understanding the value and potential of the historic built fabric by carrying out a detailed inventory of the buildings' qualities as a key input to the decision making process
- The link between design, development and marketing producing an integrated approach that ensured market feedback into the design process and that lessons were learnt
- The active involvement of tenants in shaping and managing the work environment providing a sense of ownership and commitment to the area
- The role and importance of mixed uses and landscaping to create vitality and vibrancy helping ensure the area has a positive image and an attractive environment

## The Approach and Processes Followed

A project team of the owners, an architectural practice and the City Planning Authority was established to guide the regeneration of the area, including finding new uses and tenants, repairing the buildings, landscaping the site and improving access to the area.

The buildings were in a poor state of repair at the start of the process having been mainly empty for a number of years and initially the proposal was to replace most of the original buildings with new office buildings. However, as the process developed, the team involved became aware of the significant heritage value of the old buildings and their potential to be used as a basis for creative industries to prosper - using the cluster effect of media and related occupations to attract more tenants of a similar nature.

A contributory factor to the change of strategy was the high cost of demolition at a time of economic recession. Importantly an inventory of each building was made at an early stage, including a historical report, a technical report and drawings. The inventory informed decisions about what was possible in relation to refurbishment or redevelopment and played a key part in ensuring the character and identity of the area were maintained.

# THE PEDAGOGEN PROJECT

## Summary

The Pedagogen project aims to upgrade the academic facilities of the University of Göteborg and involves the redevelopment and modernisation of a former hospital and school building with the addition of one new building. The project site includes several historic buildings and is in a central part of the city on part of the former 17th century fortifications. The historic buildings had fallen into disrepair and part of the site was used as a car park immediately prior to the start of the project.

## Context

The whole area is an ancient monument according to the Swedish Act of Cultural Heritage. The history of the site dates back to the 17th century when the fortifications around the city were erected. During the period 1850-80 the former fortification area was transformed into a district of institutional buildings surrounded by trees and planting. Some of the fortifications are still visible on the site, such as parts of the bastion Carolus Dux with underground walls that give a good view of the construction.

There are a number of valuable buildings within the area that date back to the time when the fortifications were replaced by official buildings. The Gegerfelt villa and the English church are protected as heritage buildings (*byggnadsminnen*). Within the project there are two buildings of great architectural and historic interest – the old hospital and the old school building. Both these buildings are listed in the city programme of heritage buildings. The two buildings were not classed as 'at risk' but their poor condition of the showed that renovation was necessary. The area as a whole, consisting of interesting buildings and landscaped areas adjacent to the 17th century city, was of sufficient quality to merit conservation.

One of the buildings to be preserved and transformed into a university building in the project is the first hospital in Göteborg, Sahlgrenska sjukhuset. The hospital was built on top of the bastion Carolus Dux so it could be "open to the sun and the winds". The building construction started in 1849 and was finished in 1856. The other old building to be preserved on the site is the old college building (Gamla Latin), built 1860-62.

## Description

The City Planning Authority was commissioned in 1999 to prepare a plan for the area, which involved an architectural competition in 2000. The main planning objective was to conserve the old buildings and fortifications in an appropriate way, whilst at the same time creating new space for the University to realise its strategic aim of locating within the centre of the city. The school building had suffered some subsidence since parts of the building are standing on clay and parts on solid ground. Some buildings had been demolished in the 1960s and those remaining were generally in a poor state of repair.

The project concept was to introduce contemporary new buildings to the site sympathetic to the character, scale and quality of the old buildings and at the same time to find new use for the old buildings. The plan was approved in 2002, building construction and renovation started in 2004 and the building work completed in 2006.

## Costs and Sources of Funding

The project was financed without public funding. The cost was €80 million. The new building and refurbishment work has been funded half by the EU Investment Bank and half by fund raising on the financial markets.



Former school building and new University building

## The Approach and Processes Followed

The University of Göteborg had for a number of years the objective to concentrate their different institutions to the centre of Göteborg. Most parts of the university are now situated in the centre and this enriches city life as well as student life. The Pedagogen project continues this process by housing the Teachers Training College within the centre after many years of discussion and having overcome the hurdles associated with negotiating suitable sites and buildings.

The buildings are owned by HIGAB, a municipality owned company, set up by the local administration to deal with – amongst other projects – heritage buildings in the city centre. The University occupies the buildings under a 20 year rental agreement with parking garaging under some of the buildings owned by another municipality owned company - Parkeringsbolaget ("parking agency"). A small part of the site also is rented out to a private jazz club (Nefertiti).

The design approach included an architectural competition as a means of securing high quality contemporary architecture that was sympathetic to the historic buildings and realised the townscape opportunities of the site. Two proposals won and were used as a basis for preparation of a detailed plan including design guidance, the heritage value of the area and the relevant regulations to be adhered to. Nyréns architects office in Stockholm designed the addition to the old hospital building (the round glass entrance and the library). 3xNielsen in Denmark designed the scheme for the new building between the old hospital and the old school building.

## The Benefits

The most obvious benefit of the redevelopment is that the status of the area has been enhanced, thanks to the new groups of users and the high quality architecture in a formerly neglected part of the city centre. In particular: -

- Heritage buildings have been preserved and brought back into use
- The development has attracted an estimated 25 to 30 new shops and offices to the area
- The new uses add to a livelier city core
- The area has changed its character to become a place that feels populated and safe also in the evenings and at nighttime
- High ambitions in terms of architecture and public space have resulted in a development of high quality.

Overall the approach to balance increase in the heritage value of the area through preservation and reconstruction of the old houses with high quality contemporary architecture has proved successful. The heritage qualities are being used as a feature in the neighbourhood to increase its attractiveness. The old school building – Gamla Latin – has been carefully renovated and brought back to something similar to its original use. The courtyard inside the old hospital has been used as the public part of the new building complex – library, café, auditorium, reception and other related facilities – without affecting the façade of the old building.

## Problems and Opportunities

During the planning process several questions relating to the historic value of the area were discussed with the City Museum, the County administrative Board and individual citizens as part of the public consultation requirements of Swedish planning law. Overall this debate added significantly to the final outcome bringing new information and fresh perceptions as to what was important to both stakeholders and the local community.

## The Lessons Learnt

- The requirement to deliver high quality architecture must be recognised and embraced by all parties involved
- Finding the right uses for the existing buildings that can finance the redevelopment is crucial
- The processes of the detailed plan showed that improvement of the heritage qualities – investing in heritage – can trigger positive development in a specific area
- A better environment raises the attractiveness of an area and improves its social life
- Good quality contemporary architecture can add value and complement the restoration of historic buildings



# GDANSK

Gdansk: Pomorskie region – Poland.  
Population 458,100.

- GDANSK CONTEXT
- REGENERATION OF THE GRODZISKO FORT – THE HEVELIANUM PROJECT
- EUROPEAN SOLIDARITY CENTRE (ESC)
- REGENERATION IN LOWER TOWN – DOLNE MIASTO



## History and Development

The city of Gdansk initially, named Gyddanyzc, was founded in 980 and developed into a castle town and port. Since medieval times, Gdansk has been a member of the Hanseatic Union of trading ports and is consequently rich in cultural heritage from the Hanseatic era, when it was Poland's international trade centre.

Following the Napoleonic era, there was, however, a period of severe economic decline, which was subsequently followed by growth and development from the 1860s onwards. In 1919 Gdansk became a free city under the protection of the League of Nations. During World War 2, however, the city was heavily damaged and subsequently the 'Main Town' area was significantly rebuilt in the style and uses of the original buildings.

In December 1970 there were violent social protests, which, although suppressed by the militia, lead to major strikes in the shipyards in 1980 and the creation of the Solidarnosc - the Solidarity movement. This, in turn, became one of the forces that led to the emergence of a new political map in Eastern Europe impacting on all the areas of former Communist control.

## Europe

The whole of Poland has Objective 1 status in terms of EU regional policy. Structural Funds are currently being used to upgrade the water and sewerage networks as well as improving and developing the existing road system, public transport and modernising the port infrastructure. Further major projects are at the planning stage.

As Gdansk will host the European Football Championships in 2012, some aspects of these projects focus on infrastructure of importance to this event, as well as the city generally. A new stadium called "Baltic Arena" will also be constructed by 2011 but without EU funding.

## Legislation

The main legislation, relating to the protection and conservation of monuments in Poland, was adopted by the Polish Parliament, on 23 July 2003. The act includes:-

- A definition of what constitutes a monument,
- The conservation and restoration principles to be followed,
- The organisation and powers of those bodies responsible for the protection of monuments

All conservation and restoration works require special permission issued by the provincial inspector of monuments, who is directly responsible to the provincial governor as the representative of the Prime Minister.

## Strategy

There has been a comprehensive appraisal of the whole urban area and 13 priority areas have been selected for comprehensive revitalisation programmes funded by the EU and the City Council. This appraisal is incorporated in the Local Plan of Regeneration that was adopted by Gdansk City Council in 2004. This document presents the city's approach to regeneration and outlines the priority areas that have been selected for comprehensive revitalisation. Much of the former shipyard area is derelict and the site is one of the largest areas of inner city development land in Europe.

## Issues

The city's vision for its regeneration is both imaginative and ambitious focusing on both its historic past and its more recent cultural identity associated with the traumatic events of 30 years ago.

Future funding of the regeneration programme will be a key issue with significant reliance on both EU funding and the ability to create a vibrant private sector market capable of investing in and helping deliver the various development proposals planned. A key part of this process is the modernisation of the city's infrastructure alongside the aim to raise the city's international profile through, for example, hosting the European Football Championships – an event that will inevitably impact on the delivery of other priorities but whose legacy should add considerably to the city's facilities.

The case studies demonstrate that a major priority of the city is to regenerate a large part of the city adjacent to the historic centre or Main Town including its former shipyard waterfront. A key aim of these examples of heritage led regeneration is to bring vitality and viability back to the city centre and to engage the community again in its social and cultural life. As part of this process significant importance is attached to securing public involvement and approval to the proposals being developed – a particular challenge in the context of the city's recent Communist past and a test of the new democratic arrangements.

# REGENERATION OF THE GRODZISKO FORT – THE HEVELIANUM PROJECT

## Summary

The Grodzisko Fort, a nineteenth century city fortification, is planned to be turned into a science centre for children and teenagers - The Pomeranian Presentation Centre of Science and Technology. The so called «Hevelianum», named after the famous son of Gdansk, the astronomer Jan Hevelius, will offer scientific workshops, as well as environmental and historical education. The concept behind the project will be to 'try it yourself' thereby inspiring people to get involved in, and learn about, the world of science – and have fun.

## Context

The Grodzisko Fort is a remnant of the former city fortification, which once surrounded the historic core of Gdansk (Old Town, Main Town, Old Suburb and Lower Town). It is situated on a hill behind the main bus station (north-west of the centre) and gives a good view over the old town and the shipyard area. After being just an earthen rampart, the fort was created in the seventeenth century and widely rebuilt in the second half of the 19th century. A key event in the fort's history came in the 18th century when Gdansk found itself under siege from the Russians. The fort staged a spectacular fight and defeated the invaders. The second historic moment came in 1807 when Napoleon's army attacked the city under the command of Marshal Lefebvre. Indeed, Bonaparte considered "Gdansk the key to all" and therefore contributed to modernizing the fort as part of French rule of the city. He also built an immense artillery battery known as the so called Napoleon Reduit. In the 1920s the fort lost its defensive character and was turned into a public park. The Grodzisko Fort covers approximately 27 hectares and comprises a complex of post military buildings as well as residential and leisure uses.



Aerial view of the site

## Description

Although it has lost its military function and is now open to the public, the Grodzisko Fort does not attract many visitors being somewhat hidden behind the main bus station. It therefore does not play a significant role for city life. The overall aim of the Hevelianum programme is therefore to turn the area, which is a pilot development area of Gdansk, into an education and recreation complex designed to add to the cultural use of the city by both local people and visitors.

Its specific aims include: -

- Learning through play
- Meeting the needs of inquisitive individuals
- Creating an atmosphere friendly to investigate and research

The project's objectives are to: -

- Promote the human image of science and technology
- Promote friendly interaction between children and science and technology
- Enhance social awareness of technology
- Promote science as a professional career.

Several parts of the fort buildings will be renovated and adapted to its new functions. These include an 'Energy' workshop and 'Sky and Sun' workshop both situated in the Southern 'Caponiera' - a two store fortification building situated in the defensive trench. Plans also include an 'Earth' workshop to be located in the former 'shooting gallery' - a line of small vaulted rooms partly set in the earthen ramparts. Together with the buildings renovation and their adaptation to the new uses envisaged, the 8 ha park area of the Fort will be upgraded by new footpaths, lighting and a monitoring system.

The work proposed in the programme is phased. Children and teenagers will be able to learn about

science and experience the historic surroundings of the fort. In the second stage the centre will be completed by a planetarium, a cable car and an education park displaying unusual plants and other rare species of wildlife.



*The Southern Caponiera*

## Costs and Sources of Funding

The total cost of the first stage of the project is about €5,800,000 and this budget was approved on 30 June 2005 by the Mayor of Gdansk and the Governor of the Pomorskie Province. About half of it, €3,000,000 was provided by the European Union within the regional programme ZPORR (Integrated Regional Operational Programme), with the balance from the Gdansk municipality (€ 2,000,000), the Ministry of Culture and National Heritage (€250 000) and the Polish State (€550 000). The estimated cost of the next stage of the project to be realised in the period 2008 to 2013 is about €25,000,000 and will form a series of applications for EU funding.



*Shelters and ammunition store*

## The Approach and Processes Followed

The approach followed on such a complex and expensive programme has necessarily been phased over a number of years. The first stage of the work will be implemented between 2005-2009 and the second 2008-2013. A scientific advisory board, made up of members of Gdansk universities supports the Gdansk Fortress, the organisation in charge of the implementation of the project. The staff of Gdansk Fortress has responsibility for both project development and management. The project staff cooperates with different city departments and bodies responsible for city planning, European initiatives, development and investments

To date consultation has been limited to key stakeholders such as neighbouring businesses, scientific bodies and regional authorities. The director of Gdansk Fortress is directly responsible to the Mayor who in turn is responsible to the City Council. The heritage quality of the proposed development has been controlled by the national inspection of historic monuments –a special state service where each region has its own inspector reporting to the regional governor (voivode). The project web site [www.hewelianum.pl](http://www.hewelianum.pl) gives complete information of its development and background.

## The Benefits

The benefits of the project will be in creating enthusiasm for science among young people. Presenting knowledge in an interesting and accessible way can attract families and whole school groups to the Grodzisko Fort. In this way, it is hoped the place will develop a new and positive identity profiting from its beautiful environment, and offering a recreation spot adjacent to the city centre.

Promotion of urban activity in the former military area is one of the most important challenges facing the city in terms of improving the vitality of the centre of the city. The project will result in:

- Regenerated infrastructure: 4 large and 14 smaller examples of military architecture, with a total surface area of 3,000 square meters
- 8 hectares of improved park in the surrounding area
- An estimated 100,000 visitors to the project in 2009.

## Problems & Opportunities

A main problem of the Hewelianum project lies with the initial budget forecast. Costs for building projects and infrastructure have risen in Poland in recent years due to a shortage of suitable building contractors and the cost of materials. Other problems related to the adaptation of the historical military premises. The shooting gallery, a mostly underground building, for example, which has only small openings to one side, has been found to be unsuitable for modern heating systems.

If the practical difficulties and uncertainties can be overcome then the project offers huge potential to attract both visitors and the local community especially young people. It will do this in a way that will be both educational and fun with opportunities to be replicated elsewhere, where military heritage represents an important part of other historic cities identity.

## The Lessons Learnt

- The inspiration provided by major heritage assets to create an imaginative vision that has the potential to bring wider benefits to the area as a whole and society in general
- The difficulties associated with major capital works where escalating costs due to inflation, combined with a scarcity of suitable contractors with appropriate experience and capacity – a problem throughout Poland and much of Eastern Europe
- The technical challenge of producing effective feasibility studies, bearing in mind the dynamic changes taking place in the wider economy and the inherent uncertainties associated with changing the use of major heritage structures, especially military architecture
- The opportunity to apply this experience elsewhere and help historic cities address the key challenges of finding beneficial new uses for military architecture and fortifications

# EUROPEAN SOLIDARITY CENTRE (ESC)

## Summary

The European Solidarity Centre is located in a very significant historic area, where workers' protests of the Gdansk Shipyard took place, where the "Solidarnosc" movement was born and where the 'August Agreements' were signed.

The concept of the European Solidarity Centre is to create a forum for exchanging ideas, to encourage the participation of civil society in community life and to provide a platform to facilitate democratic development. It will include facilities for meetings, the collection and preservation of information, and be a centre for multi-cultural undertakings and international exchanges. It is intended to encourage the regeneration of the newly planned district of 'Young City', situated on post-shipyard areas and act as a catalyst supporting a process of attracting private investors as well as creating cultural and art institutions.



Shipyard gate number 2

## Context

The area lies in the northern edge of the historic district of the Old City of Gdansk. The project will, in the main, comprise of part of the land originally occupied by the Gdansk shipyard. In December 1970 the shipyard became the heart of the workers' protests in their struggle for freedom. These protests ended in bloodshed when on 16 December 1970 the first workers lost their lives in the square in front of gate No. 2.

On 14 August 1980 the shipyard again went on strike. This time, the protest spread all over the city and then to the whole country in a matter of days. On 17 August the workers on strike displayed a board containing their 21 demands on gate no. 2. In 2003 the same board was entered in the UNESCO World Memory List. The Health and Safety Hall of the Gdansk Shipyard became the centre of struggle for freedom. There too, Lech Walesa heading

the Inter-Factory Strike Committee signed an agreement with the communist authorities, which sanctioned the formation of 'Solidarity' - the first independent trade union in the then eastern block countries.

On 16 December 1980 a monument to the Fallen Shipyard Workers, authorised by Bogdan Pietruszka, was unveiled in the square before gate No. 2. The three crosses forming the artistic backbone of the monument symbolise the workers' protests in communist Poland in the years 1956, 1970, and 1976. The unveiling ceremony was attended by tens of thousands of Gdansk residents.

The imposition of martial law on 13 December 1981 led to several days of strikes only stopped by intervention by the militia. Again in 1988 the Gdansk Shipyard staged a further strike triggering similar actions in about a dozen other Polish cities. These strikes ultimately led to political transformation and to Poland regaining independence in 1989.



Gdansk shipyard

## Description

The Young City project occupies land formerly used for shipbuilding. It includes over 70 hectares of the former shipyard land and other water-oriented sites and in some respects can be seen as a typical waterfront project. The project is of metropolitan importance and is planned to become a Central Business District for the entire built up area, a major regional commercial and leisure centre as well as the home of new types of city centre housing. Uniquely the project also has a special identity as the former shipyard and birthplace of Solidarity –making it a central focus of public and political interest.

The urban vision for the site includes:-

- Creation of the European Solidarity Centre (ESC) on the plot adjacent to the existing Solidarity Square as a main public and visitor focus and key driver of the overall regeneration programme
- Preservation of a range of protected historic buildings within the site including the main building complex of the Imperial Shipyard
- Changing the land use for most of the area to housing and commercial activities.
- Creation of a new transportation axis for the site as part of a local spatial management plan including new local streets connecting the Nowa W<ł>owa street to the neighbouring sites providing the urban structure of the district; a network of public spaces including a major new pedestrian promenade called the 'Road to Freedom'.

The total area of the ESC project is 7368 square meters. The design of ESC building will be subject to an international architectural competition, announced in July 2007.

It will be a totally new construction and is envisaged to be an international centre of culture combining museum, exhibition and academic functions, documenting the history and activities of the opposition in Poland and other ex-communist countries.

The overall project will be completed in 5 years, between 2007 and 2011 with the ESC building itself taking 2.5 years.

## The Approach and Processes Followed

The cost of the whole project is estimated to be €60m. The main sources of funding are envisaged to be the EU Structural Funds, the City of Gdansk and the Polish Government as well as private investment.

## The Benefits

The project is of very high symbolic value and is uniquely held in high esteem by the community. As a consequence the regeneration project based on honouring and celebrating the achievements of the Solidarity movement is very popular attracting both interest and wide support. Public involvement has been through a series of events including concerts and celebrations. The Gdansk Solidarity Foundation was created to promote Solidarity and involve the community especially young people achieved in part by the participation of international rock stars.

A special department in the City Hall has been established to co-ordinate all issues of creating, planning and building the ESC.

## Costs and Sources of Funding

Establishing the ESC will provide the new district, 'Young City', with a cultural and civic focus and attract tourists as well as local people to spend leisure time there, making the district more interesting for investors. The regeneration of the area as a new multi-functional part of Gdansk is intended to restore the area's economic and social importance bringing benefits to the whole community.

## Problems & Opportunities

The key issue facing the delivery of this project will be attracting funding from the EU Structural Funds and combining this effectively to secure other public and private funds. If successful the ESC project should make this area of Gdansk more connected to the public life of the city through planned cultural, art and social activities. It will also make the waterfront of the post-shipyard areas and their historic assets more accessible to both local inhabitants and tourists.

The symbolic nature of the project also presents the opportunity of exchanging ideas, points of view and experiences between different people, thereby supporting international integration and creating a 'beacon' for promoting ideas of freedom and independence all over the world.



*Solidarity monument*

## The Lessons Learnt

- The inspiration provided by recent cultural events could form a flagship development project of importance not only for Gdansk but for other cities where recent events have played a critical role in the cultural development of the city
- The importance of reflecting different needs and expectations of not only inhabitants but also eyewitnesses to the historic events to ensure both 'ownership' by the local community and authenticity
- The opportunity such events can provide in terms of reinforcing cultural identity and pride of place
- The crucial role of the local authority in promoting and implementing complex urban regeneration projects on this scale
- The importance of attracting different sources of funding combining public, EU and private investment

# REGENERATION IN LOWER TOWN – DOLNE MIASTO

## Summary

Dolne Miasto – the Lower Town, the historical suburb of the Gdansk city centre, is suffering from significant social, economic and infrastructural problems. Having once been a vivid living and working area several upgrading activities are planned to restore the area's vitality.

## Context

The district, situated south west of the Main Town, became gradually populated after the former swampland was drained. In the second half of the 16th century the canal of the New Motlawa was created and in the 1630s the south -western part of the city fortification, between both of which the Lower Town developed. The characteristic "zig zag" of the fortification trench, which once surrounded the whole town, can now only be seen here. The Lower Town initially became a popular and wealthy living and recreation area but by the 19th century industrial and military production had given the area the mixed functional character of living, service and production that gives the area its identity today. It is the only historic district of the city centre that was not destroyed during the 2nd World War.

## Description

The Dolne Miasto project is generally aimed at upgrading the living qualities of this area over the period 2004 to 2015. Though being located close to the city centre the area suffers from an unemployment rate 5% higher than the average of Gdansk. It is "cut off" from the centre by the river and a main thoroughfare. Plans cover three different aspects of regeneration: buildings and infrastructure, the local economy and the area's social life.

Renovation of both the storm water system and buildings along the main roads of the district (Lakowa and Wrobla streets) is planned by 2007/8. On a longer timescale, up to 2025, further living space will be made available through renovation and building by the municipal housing enterprise TBS Motlawa. The former tram depot will be turned into a shopping centre by 2010. To bring back economic life, which has almost completely vanished in this area, an "enterprise incubator" is planned for the former rifle factory and the park area, rarely used by inhabitants or tourists, will be

upgraded to bring it back into active use. Both of these initiatives are to be implemented by 2008. The connection to the city centre will also be improved by 2015.

Lastly the contemporary art centre "Laznia" will intensify its cultural work combined with a social and professional programme from local Non Governmental Organisations and social welfare aimed at encouraging residents to become involved in the life of the area.

## Costs and Sources of Funding

To date the City Council has spent €30,000 on the realisation of the project including "The outdoor Gallery of the city of Gdansk" run by the Contemporary Art Centre "Laznia". The total cost of the investments in the Lower Town planned for the years 2008 to 2011 is approximately €6,250,000. This investment will be spent on the local road system and the modernization of the storm water drainage system. There is some uncertainty as to future investment plans, because Gdansk is one of the host cities in Poland for the Euro 2012 Football Championship.

As for the Objective 1 ERDF Programme's regional priorities for regeneration projects, these were set out in the Regional Operational Programme (ZPORR) for the years 2004 – 2006. For the programming period 2007- 2013 there is a new programme – Regional Operational Programme - to be approved by the European Commission in 2007, the outcome of which will have significant impact in realizing the City Council's plans for the 'Lower Town'.

## The Approach and Processes Followed

The Local Regeneration Plan for Gdansk, approved by the City Council in 2004, provides the legislative framework for the work in Dolne Miasto. The municipal funding of the project only started in 2007 and so far has focused on planning activities. The intention is to develop a pilot programme that will act as a catalyst for the wider areas on going regeneration. There are three options in terms of the implementation and management of the pilot programme for the Lower Town currently being evaluated ranging from traditional implementation models to more innovative public private partnerships. They are:

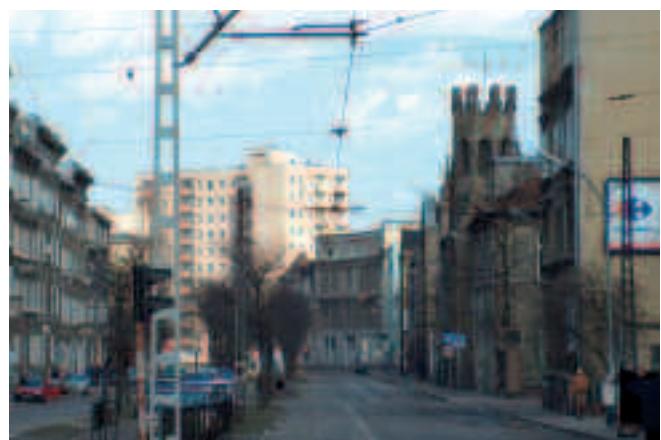
- Establishing a new department within the municipality or assigning realization of this task to an existing department of the city
- Establishing a company owned by the municipality to be responsible for the project
- Entrusting the realisation of the whole project or some parts of it to a private company.

## The Benefits

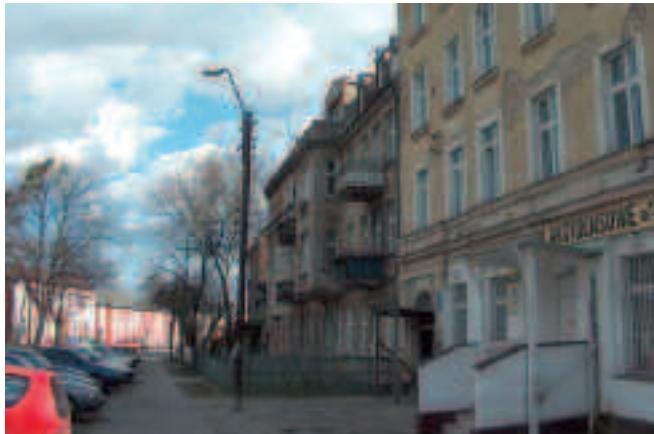
By better connecting the Lower Town to the centre it will become more attractive and known to tourists as well as inhabitants, who can then benefit from the recently renovated park area and the historic environment of the 19th century houses and 17th century fortification remnants. The "enterprise incubator" will help to bring back economic life that was traditionally located here.

The outcomes of the pilot project will be:

- A modernised Lakowa street
- An improved and upgraded storm water drainage system
- Regenerated housing quarters within the area



Lakowa street



Streets of the Lower Town

## Problems & Opportunities

An important aspect of the overall regeneration of the area is to ensure the local inhabitants are able to stay in the area. Plans to involve local people in the development of the area are proposed to try to reflect and meet the community's needs and aspirations. Public engagement is at an early stage of development in Gdansk, as the local community becomes used to the opportunity to participate in shaping their future.

By better connecting the district to public life through all the activities planned, there is an important opportunity for the Lower Town to change its reputation as being a dangerous and unattractive part of the city. The contemporary art centre "Laznia" has already helped to attract young people to the district. Its project aim" to include local people in its activities may however be difficult to achieve in practice. The district is inhabited by both a great number by children and elderly people raising the question as to how the regeneration of the area might best meet their needs.

## The Lessons Learnt

- The importance of recognizing the heritage of areas adjacent to the historic centre and the role they can play in the regeneration of a city
- The opportunity demonstrated by this project to realise the benefits of regeneration in social, economic and cultural terms particularly bringing young people back into the area
- While the project is in its early stages, it is already clear that decisions are needed on a leadership structure and involvement of the private sector as part of a partnership approach if the area's potential is to be fully realised

# VERONA

Verona: Veneto region, Italy,  
Population 258,000.

- VERONA CONTEXT
- VERONA'S MILITARY ARCHITECTURE
- THE PALAZZO DELLA RAGIONE
- THE PRUSST



## History and Development

Verona is a European city, both in terms of its geographical position - in the middle of the principal international and national communication routes - and its rich heritage of monuments and museums. The city's history stretches from prehistory up to the present day, arguably reaching its highpoint in Roman times, with the world famous Arena, followed by the Romanesque, Gothic and Renaissance periods.

Verona is also internationally known as 'the City of Love', through the romantic and tragic love of Juliet and Romeo - the unhappy lovers, whose story was told by William Shakespeare. The "Juliet's house" balcony has consequently become a visitor focus attracting thousands of people every year.

The entire old centre of Verona, enclosed by the medieval walls, enlarged by Teodorico and the Scaligeri dynasties and further fortified by the Venetians and Austrians was designated in November 2000 a UNESCO World Heritage site. The site, which totals 452 hectares, covers the historical core of the city and a required 'buffer' zone. There is an approved management and action plan for this area and the role of the City Council is pivotal in implementing this plan. Verona is also the regional centre for the surrounding rural area, including Lake Garda.

## Europe

Verona, which is in the Veneto region, has only become eligible for Objective 2 funding from 2007. However, the city did use ESF funding for vocational training programmes during the 2000-2006 period. Despite the lack of possibilities in using EU Structural Funds, the city of Verona has taken part in several trans-national European projects.

## Legislation

Italian law embodies the principles of town planning to be followed by Regional and Local authorities including legislation covering conservation of the environment, historical buildings and monuments. There are 3 different levels of planning – regions, districts and municipalities – and all three have to respect the common national framework with its national rules as well as have regard to plans at the other levels. Municipal urban planning is carried out in compliance with the regional laws through a General Regulator Plan (PRG) that concern its own area or territory.

The Council of Verona has recently approved the Program of Urban Requalification and Territorial

Sustainable Development (PRUSST) for the requalification and enhancement of the Verona South area and the PIRU (Integrated Programs of Urban, Environmental and Building Requalification) that relates to several areas mostly sited in the historical centre of the city.

## Issues

The City Council's Strategic Plan looks ahead to 2020 and combines Government policies with local policies. This plan also looks outwards to the wider Veneto region. The plan uses the heritage as a tool for regeneration and also to define new roles for old buildings, especially the extensive former Austrian military architecture of the period 1815 to 1866.

Following the privatisation of some large former State owned banks in the 1990s, Foundations have been set up to carry out community activities, run museums, build hospitals, restore old buildings and provide new facilities such as the main city library. The local community is one of the main stakeholders on the Board of the Foundation covering Verona - Fondazione Cassa di Risparmio di Verona, Vicenza, Belluno e Ancona - through nominated representatives.



## Strategy

The size, scale and role of the historic core presents challenges for heritage regeneration activities by the City Council in terms of movement and finding new uses for old buildings, especially the former military architecture. The international popularity of Verona as a visitor destination presents challenges in terms of visitor numbers, movement thorough the narrow streets, etc and has led in part to a policy of 'diversification' in terms of spreading visitor activities beyond the Arena and Juliet's house.

The issues reflected in the case studies therefore relate to finding new uses for the former military buildings, the restoration of the Palazzo Della Ragione as an exhibition venue and the redevelopment of a huge site, south of the city centre, of former agricultural warehouses, cold stores and markets for mixed urban uses.

# VERONA'S MILITARY ARCHITECTURE

## Summary

This case study outlines the City of Verona's programme of sustainable management and development of its internationally important military fortifications. It deals with this significant challenge to many of Europe's fortified towns through the provision of leases for military architecture owned or controlled by the municipality. These leases are granted to public bodies, foundations, non-profit associations, businesses and professionals as a means of securing the restoration and conversion of the former military buildings to sustainable new uses.

## Context

Verona was listed as a UNESCO World Heritage Site for its urban structure representing some 2000 years of history and because it is an outstanding example of a city that has been fortified during several periods that shaped European history.

The remains of the fortified Roman city, the Scaligeri walls encircling the city interspersed with castles, the Venetian fortress, the grandiose arrangement of the Hapsburg fortress, a cornerstone of the famous Quadrilatero, are all striking examples of military architecture unparralled elsewhere in Europe. The city walls extend over 9 kilometres in length and their associated architectural elements (city gates, towers, curtain walls, crenulations, ramparts and trunnions, moats, embankments, glacis and posterns) occupy almost 100 hectares of land. The countryside and hillsides surrounding the city are dotted with 31 forts (19 still standing), once forming the last most forward defence for the imposing Hapsburg stronghold.

The city and its districts have over time substantially encompassed the entire defence system with development in some instances adversely impacting on aspects of the fortifications. Today the challenge is how to protect and sustain this important aspect of the city's cultural heritage and to realise its potential as an economic, environmental and social-cultural resource. To this end, a provision has been approved to lease some of Verona's Military Architecture to private bodies, associations, businesses and professionals awarding successful applicants the lease for the property free of charge, in return for their undertaking projects to renovate the properties.

## Description

In June 2004, the COVAM. (Committee for the Enhancement of Military Architecture) adopted a programme to implement a policy of "sustainable management and development".

The programme endeavours to create a partnership between the Municipal Administration and the associations, businesses and professionals needed to implement the restoration and development of Verona's defence system, while exploiting in full the latter's economic and social potential.

COVAM has established a framework of criteria and regulations that must be adhered to as part of the lease to ensure compatible new uses and sympathetic restoration of the buildings and fortifications. To date the nature of the lessor/lessee relationship has focused primarily on agreements with the associations using the buildings rather than overall accessibility of the fortifications. This has led to the emphasis shifting to a partnership approach between the association or business and the municipality to take account of the need to ensure the greatest promotion and accessibility of the sites, while identifying an acceptable urban function for each property.

Leases granted are governed by the provision that the lessee undertakes works and services within the structure, as defined in the project submitted. The lease is granted upon payment of a fixed rent calculated in proportion to the property's upkeep, maintenance and management costs. Calls for tender are made annually for all available properties or those whose lease is coming to an end. The lease may be granted for a term of up to 30 years. Applicants have to provide the Committee with a description of the activities they intend to carry out in the building(s) and outlining how such activities comply with the provision set out in the lease. Specific criteria applied include the:-

- Quality and nature of the restoration and preservation works

- Use and activities to be carried out in the building
- Accessibility and the degree the property's potential is exploited
- Quality and type of services offered to visitors.

### The example of Forte Gisella

The Forte Gisella is situated in south Verona in the Santa Lucia area. The lease was awarded to the Santa Lucia Association who will enjoy the free usage concession for 25 years reviewed on a three yearly basis. The Association presented a proposal, in conformity with the current regulation, providing for the restoration and future maintenance and management of the property with the aim of restoring the condition of the fort, re-establishing environmental areas and creating a youth hostel. In addition, the Association will promote summer recreational and social activities such as music, theatre and dancing and other events for the Santa Lucia community. Part of the premises will be used as exhibition an area about the Veronese defensive history. There will be public access to the whole site, organised guided tours, a refreshment room, a reception area for tourists and car parking.



*Forte Gisella: panoramic overview*

The proposals are to be financed by:-

- The profits of the refreshment-room, youth hotel and parking activities
- Voluntary work
- Funding secured from public and private bodies (Municipality, Region, Foundations).

The Municipality of Verona will monitor the activities of the Association, through review and renewal of the three-year concession contract.

## Costs and Sources of Funding

No costs to the Municipality are currently anticipated. The leaseholders are permitted to receive funding to carry out the works they propose.

## The Approach and Processes Followed

**Stage 1** – A preliminary appraisal of individual sites, comprising a heritage file, the state of preservation and works needed for restoration and enhancement, the needs and requirements of the grantees, etc.

**Stage 2** - Decision-making and approval of the Provision

**Stage 3** – The implementation of the Provision, announcement of the call for the submission of projects for the enhancement of Verona's Military Architecture

**Stage 4** – The evaluation of applications in accordance with the criteria identified and set out in the approved lease and the review of the association's subsequent progress.

## The Benefits

- A significant contribution to the preservation and enhancement of the city's historic heritage through the fortifications being restored and used as premises for associations, businesses, etc often without financial cost to the municipality.
- The wider contribution the sustainable regeneration of the fortifications make to the economic, social and environmental development of the city of Verona and its surroundings.
- The creation of an integrated support system for the activities of organizations operating in the fields of social security, leisure, protection of the environment and of human and civil rights.
- The promotion and use of the city's walls and forts, in line with the UNESCO management plan.

## Problems & Opportunities

- The difficulty in finding applicants among non-profit bodies and who are capable of implementing regeneration projects involving Military Architecture
- The scarcity of projects, funds and of competent bodies to manage them
- The constraints associated with the monumental nature of the heritage buildings involved and the possibility that applicants may not give adequate consideration to this aspect
- The difficulty in developing an effective system for the lease of heritage sites, in both administrative and procedural terms
- Providing properties to bodies seeking premises to conduct social or economic activities
- Regenerating and preserving empty historical sites and realising their potential as a community resource
- Promoting the value of the cultural heritage to the general public and visitors.

## The Lessons Learnt

The COVAM scheme is relatively new and as such there is limited experience of operating the scheme and of identifying the lessons learnt to date. The scheme however potentially offers important lessons for the large number of historic towns faced with the challenge of sustaining their historic legacy of military architecture – buildings and structures which often prove difficult to convert to modern day uses. The potential lessons include:-

- The importance of recognising the contribution of military architecture to the identity of fortified historic towns and the opportunity these assets bring to promote and enhance the overall value of cultural heritage to both citizens and visitors
- The need to respond creatively to the difficult challenge of restoration and conversion to sustainable new uses in organisational and financial terms - involving as in the case of Verona the State, the Region and local bodies to support the implementation of enhancement projects
- The opportunities to involve community associations and volunteers in caring for the heritage thereby helping sustain both the heritage, supporting community development and facilitating public access and involvement



Part of the Hapsburg fortifications

# THE PALAZZO DELLA RAGIONE

## Summary

This case study sets out the approach taken to restore the “Palazzo della Ragione” complex, which was the seat of the Municipality in the Middle Ages. The project promoted a new use for the complex as a multifunctional centre for temporary exhibitions and is part of the City's general programme for the restoration and enhancement of historic buildings.

## Context

The “Palazzo della Ragione” complex was built between 1193 and 1196 and is situated on the northern side of Piazza delle Erbe, the medieval centre of the city market. The palace was originally designed as a four-unit structure around a porticoed court. On the four sides of the court are large halls, one of which was designed to host the meetings of the City Council.

Over the centuries, the palace has undergone several changes and restoration works. In 1540 it was devastated by a fire that destroyed the shops near the Lamberti Tower, the prison and the Cappella dei Notai. This was followed by another serious fire in 1723, also causing extensive damage.

During the Venetian domination, the Palace became the seat (in addition to the City Administration) of the civil and penal courts, the prison, the College of Notary Publics – with its own Chapel, which still exists in the north eastern corner of the complex.

In the 19th century, Camillo Boito, a renowned architect of the time, was appointed to restore the palace and bring it back to its original medieval style. He dismantled parts of the structure built over the previous centuries and made several changes, reconstructing the walls with courses of bricks and soft stone and adding new triple lancet windows in the Romanesque-style.

Particularly significant is the baroque Cappella dei Notai, which is considered to be one of the most important examples of a decorative complex built by order of the municipal authorities.

In the 1990s the Palace fell into disuse following the relocation of the main uses including the law courts. The City Council was therefore faced with the challenge of how to regenerate and restore this important complex for the future enjoyment of citizens and visitors to Verona.

## Description

The project's objectives included: -

- To enhance the city's cultural value and heritage
- To restore and promote a new use of one of Verona's most important historic buildings for the general public
- To promote and enhance the city, in line with the UNESCO Management Plan for World Heritage Sites
- To develop a tourist attraction for citizens and visitors
- To create a new cultural district in a key position.

The project sought to achieve these objectives by: -

- The creation of a multifunctional exhibition centre
- Implementing the comprehensive restoration and preservation of the Palazzo della Ragione including the basement, ground floor, mezzanine floor and the first and second floors
- The restoration of the Torre dei Lamberti, which is the third tourist attraction in Verona after the Arena



Lamberti Tower



Palazzo della Ragione- Piazza Cairoli front



Palazzo della Ragione- Piazza Erbe front

## Costs and Sources of Funding

The total cost of the project was € 18 million and was entirely funded by the Fondazione Cassa di Risparmio di Verona, Vicenza, Belluno e Ancona. This Foundation was created in 1991 as part of the restructuring process resulting from implementation of the Amato-Carli Law to rationalise and privatise Italy's lending institutions. The Foundation inherited the mission of operating on a non-profit basis, in the public interest and pro bono in several fields, including art, culture, education, scientific research, healthcare and disadvantage.

Central to the Foundation's new charter, approved by the Finance Ministry in 2000, is the creation of a renewed structure of corporate governance. This included the creation of Steering Body nominated by local councils (Municipality, Veneto Region), the University, Bishop's court and civil society organizations covering the Foundation's fields of interest. This meant that one of the major stakeholders of the Foundation is the local community.

## The Approach and Processes Followed

The City Council initiated the project in 2002, drew up guidelines for the conversion and reuse of this historic city centre building as an exhibition area, without prejudice to the integral nature of the monument.

The Public Works Office of the City Council was in charge of the project and was responsible for decisions on restoration related issues and concerning the future use of the building within the UNESCO framework for the conversion and re-use of Verona's historic buildings. The department sourced the funding and was responsible for the presentation and formal approval of the project.

The execution of the project was through an international competition to bid for the implementation of the project. The contract was awarded to the City Architect. The implementation timescale was as follows:

- Call for tender announced June 2003.
- Start of works: January 2004
- End of works: March 2007

The Culture office of the City Council is responsible for the marketing of project both to citizens and tourists. This work includes the creation of a website and displays, the promotion of educational initiatives and

## The Benefits

The restoration of the Palazzo della Ragione will increase the attractiveness of the Piazza Erbe, one of the most interesting places on the tourists' routes and one of the liveliest places for the city's inhabitants.

As a result of this project, a new cultural district has been created placed in a key position in the ancient centre of Verona enhancing and diversifying the city's tourism offer facilitating more effective visitor management.

The new multifunctional exhibition centre will become the main location for temporary exhibitions, which can also be used by each civic museum and by the Foundation thus significantly improving public access to the city's collections of art and heritage artefacts. The new centre will also provide new jobs, increase income from tourists and improve the overall attractiveness of

## Problems & Opportunities

the city by hosting exhibitions at an international level.

The key challenge was to restore and change the use of an 'iconic' historic building making it accessible to the community, while respecting its characteristics, uniqueness and original function.

Ensuring effective cooperation between the municipal authorities and the Foundation was also of critical importance not only for the success of this project but also for the implementation of future joint projects as set out in the new Italian Codice dei Beni Culturali,

## The Lessons Learnt

- The potential contribution promoting 'diversity' can make to spreading tourist related activities avoiding a concentration on only the most famous attractions e.g. the Arena and Juliet's House
- The wider benefits that can be realised through the creation of a new cultural district and social area aimed at improving cultural accessibility of local people as well as visitors, thereby improving the quality of urban life overall
- The opportunity of using the investment in heritage to increase citizens knowledge of their city and its past as well as raising the community's awareness and sense of pride in the conversion and re-use use of ancient buildings
- The importance of adopting a holistic and integrated approach combining state-of-the-art technology with respect for the building's characteristics, making it possible to restore the building's historical and cultural values
- The importance of creating a partnership framework between, in this case the Fondazione CariVerona and the City Council, to implement not only this project but also potentially other cultural projects aimed at enhancing the city's attractiveness from a tourist and cultural point of view
- The key role of strategic leadership by the Municipality in identifying the opportunity, managing its implementation and securing its sustainability

# THE PRUSST

## Summary

The Program of Urban Requalification and Territorial Sustainable Development (PRUSST) launched by the Municipality of Verona falls within the framework of the Urban Regeneration and Sustainable Development Programmes promoted by the Italian Ministry for Infrastructure and Transport. The purpose of these programmes is to implement infrastructure and regeneration projects, aimed at regenerating the economy and employment, whilst also improving environmental and social conditions at a local level.

## Context

The PRUSST project includes two disused industrial areas of significant historic value - the Ex Magazzini Generali, the former General Warehouses and the Ex Mercato Ortofrutticolo, the former Fruit and Vegetable Market).

The Magazzini Generali were built in 1924 by the Consiglio Provinciale dell'Economia, the Provincial Finance Council and the Municipality of Verona for the storage of foreign and domestic goods and grain, and to provide a refrigeration plant for preserving meat, fruit and vegetables.

The 76,000 sq. m. of the Forte Porta Nuova area, near the railway station, was used by the military authorities until September 1925, when it was bought by the Magazzini Generali. The initial installation had warehouses covering an area of 4000 sq. m., of which 640 sq. m. were refrigerated and served by a branch line connected to the State railways. Despite subsequent extensions, the installation was insufficient to meet the demands of exporters.

During World War 2, most of the equipment was damaged, including the old refrigeration plant and the warehouses. When the American occupation ended, business recommenced and the work of reconstruction began, continuing throughout 1946. In 1953, another 56,340 sq. m. of land was bought. Completion of the work to rebuild the installations damaged during the war however also marked the start of a progressive decline in the traditional activities of the Magazzini Generali as a cold storage depot for fruit and vegetables, cereals and sugar.

The construction of the Mercato Ortofrutticolo did not begin until 1948. Gradually, competition from private cold stores, in the 1950s, meant that the refrigerated plant for storing fruit and vegetables became less essential. The growing demand in the 1970s for road transport encouraged the Ente Morale, the non-profit organisation managing the Magazzini Generali, to transfer the activities from the Magazzini Generali to the

Quadrante Europa, a site close to the autostrada junction for Verona. This led to the abandonment of the industrial activities that had formerly taken place on the site.

In October 1998, a Ministerial Decree led to the City Council preparing a detailed plan for the comprehensive redevelopment of the whole area.

## Description

The overall site plan includes the Ex Magazzini Generali" and "A2 Ex Mercato Ortofrutticolo" and covers a total area of almost 30 hectares, located only 1 kilometre from the Mura Magisterial of the old town centre. The area covered by the plan is divided into four distinct Implementation Areas, with their own specific land use proposals and implementation procedures. These are - a residential area, an urban park recreational area, an office area for financial services and a cultural area including a theatre, training school and an academy of fine arts. The site location is also very significant because it adjoins the Verona Fiere, a complex of buildings used for trade and business fairs and is on the main route between the city centre, the autostrada and the airport.

The PRUSST programme also provides for the improvement of the road leading from the autostrada to the old town centre, the improvement of trade fair/exhibition areas, and better links between the outlying residential areas and the town centre by an extension of the urban tramway.



*The former refrigeration plant*



On the above plan, the project for the Cultural Hub is shown by the buildings in orange, which include the former circular refrigeration building that will become a museum for the city and other buildings that will become the site of the Academia Cignaroli, public offices and a Theatre. The dark blue buildings are the former galleries used for fruit and vegetable wholesale markets that will be used as a large covered square and for public offices - preserving the ancient function of a space for meeting and doing business. The buildings in pink are a new area and the core of the financial services area. The urban park is the green area surrounding and linking these two areas and the new residential areas are at the top of the plan in red. At the bottom, there is the improved Viale del Lavoro, the road linking the city to the autostrada.



The photo on the left shows the circular refrigeration building, surrounded by other storage warehouses. It was a masterpiece of industrial technology of the 1920's. It is listed as an example of industrial art by the Italian Ministry of Culture. The project to restore and reuse this building as a museum for the city is a great opportunity to increase the cultural value of this area and its contribution to the historic city as well as to retain for posterity an important former industrial building.

## Costs and Sources of Funding

The Ministerial Decree in 1998, included approval of the call for tender selection standards and criteria and funding. A further series of Ministerial Decrees approved the PRUSST for South Verona for State funding.

A Framework Agreement was signed in May 2002 by the Italian Ministry for Infrastructure and Transport, the Veneto Region, the Cassa Depositi e Prestiti S.p.A. (a joint-stock company 70% of which is held by Ministry of Infrastructure and 30% by private companies with the aim of funding infrastructure and public works projects) and the Municipality of Verona. This agreement sets out the planning procedures for public works and approved financial scheme and works schedule. This Framework Agreement has enabled the Municipality of Verona to obtain €5.8 million of public funding, for technical assistance with the programme and urban planning, for the first phase of public works and for contributions to the construction of public infrastructure and to provide incentives for redevelopment. As part of the 2007-2009 triennial programme for public works, the following amounts have been allocated to the PRUSST project - €27 million for 2007, €19 million for 2008 and €32 million for 2009.

The costs will be shared between the Municipality of Verona covering 42% of the total cost and with other stakeholders. The Cultural Hub and its implementation

will be the responsibility of Fondazione Cassa di Risparmio di Verona, Vicenza, Belluno e Ancona, in accordance with its social and cultural mission. Regarding the Financial Hub, the Municipality is looking to implement this part of the project with financing from private companies in that sector. An international call for tender from potential developers has been launched with regard to the residential elements of the overall scheme.

## The Approach and Processes Followed

The Detailed Plan is the executive urban planning instrument which designs and regulates town-planning and construction operations in compliance with the urban regeneration objectives for the Direttrice Verona Sud, South Verona Road and for the sustainable development programme (PRUSST) for South Verona. Since the signing of the Framework Agreement – and under the direction of a Supervisory Committee ensuring the correct and prompt implementation of the Agreement – the PRUSST for South Verona has involved a complex sequence of administrative procedures and planning activities for the actual implementation of the programme.

The approach followed has been planned as part of a partnership approach between the public and private sectors with implementation to date including the following actions and decision making processes:-

- In March 2002, the Veneto Regional Assembly approved an amendment to the General Town Planning Scheme to ensure that the public and private works planned under this programme would be compatible with municipal town planning instruments
- In December 2003, the same Assembly approved the Master Plan for the part of the PRUSST relating to the former Fruit and Vegetable Market
- The Exhibitors' Car Park of the Trade Fair complex has been completed
- In February 2005, the Regional Assembly adopted the Detailed Plan for Public Works for the areas for the former general warehouses and the fruit and vegetable market
- In May 2005, the City Council approved the Detailed Plan for the former general warehouses and the fruit and vegetable market

## The Benefits

In terms of urban regeneration, the project is of crucial strategic significance for the city of Verona and, considering the total estimated investment, is one of largest urban development programmes ever envisaged in the city.

The comprehensive approach taken in including both the sites of the former general warehouses and the fruit and vegetable market within one regeneration plan enabled significant benefits to be realised in terms of the mix of uses, the project's overall viability and its added value to the cultural life of the city.

The retention and re-use of these important examples of industrial heritage within a vibrant new quarter is a significant benefit to the city adding to its diversity and providing important links between the old historic centre, the Verona Fiere complex and with the outlying residential areas of Borgo Roma.

## Problems & Opportunities

As is the case with any urban regeneration project of this nature, the PRUSST programme is aimed at tackling the problem of deterioration of specific historic buildings as well as the environmental, economic and social decay of the area as a whole. At the same time the strategic location of the site presented the city with an opportunity to introduce new uses that compliment and reinforce the functional role of the wider area as a key meeting and business area and to improve the quality of urban life in this part of the city.

The mix of urban functions and uses on the site, the long timescale to complete the plan considering that city's administration will change every 5 years, and the need to comply with all the stakeholders' wishes all contribute to make the realisation of this project a significant challenge. Within this context the turning point was in securing the complex financing package needed from a range of sources to fund the mixture of uses envisaged as well as the major investment required in the historic buildings and site infrastructure.

## The Lessons Learnt

- The importance of national programmes of support and funding in partnership with the local municipality in order to effectively tackle complex urban regeneration
- The benefit of a comprehensive and coordinated approach between the public and private sectors – in this case the different departments of the municipality - Public Works, Traffic, Culture and Ecology along with other stakeholders e.g. the Foundation, businesses and the local community
- The value of creating a bold and imaginative vision for a blighted part of the city recognising the cultural importance of industrial heritage as part of a mixed use strategy aimed at securing a distinctive and high quality development
- The need for sustained leadership over time from the local municipality and other stakeholders in order to maintain momentum and commitment given the long term timescale involved in realising complex regeneration projects of this nature

# ÚBEDA

Úbeda: Andalucia region, Spain.  
Population 34,400.

- ÚBEDA CONTEXT
- RECOVERY OF PUBLIC SPACES
- RENAISSANCE PALACES
- ESCUELA TALLER – TRAINING SCHOOL



# ÚBEDA CONTEXT

## History and Development

Úbeda is located in the centre of Jaen province, some 330 km south of Madrid with good access to the national motorway and rail networks. The city was founded in 822 to 852 and is considered to be one of the finest examples of a Renaissance city in Europe.

The development of the city has been influenced by 3 main periods. Firstly the Hispanic-Moslem era from which today's street network in the historic centre is derived. Secondly, in 1233, the city changed to the Christian faith the city extended beyond the defensive walls. Thirdly, the 16th century in particular was a period of prosperity reflected in the construction of palaces, plazas and monuments that give the town its distinctive 'Italian Renaissance' character.

## Europe

Within the walls of the old town, there is a protected area of 89 hectares, which was granted UNESCO World Heritage status in 2003 and is one of the largest historical centres in Spain. The old town includes 23 squares and public areas and occupies the south-east corner of the urban area - the remainder of which was built in the 19th and 20th centuries and is surrounded by countryside planted almost entirely with olive groves.

## Legislation

Úbeda is located in an Objective 1 region and, as a consequence, the city has secured substantial EU Social and Structural Funds to implement heritage projects, with matched funds from regional and state sources. The city has also participated in many trans-national European projects.

A range of national and regional laws, together with local planning instruments make the legal management of heritage in Spain complicated. In total, there are some 20 different laws relating to heritage in Úbeda, which often contradict one another.

There are more than 800 heritage buildings within the historic centre with 4 different levels of protection depending on their historic and architectural importance. 10 of these are declared places of Cultural Interest and National Monuments and a further 15 are currently nominated for this status.

## Strategy

The overall planning strategy is to value the past whilst having regard to the other areas of the town outside the historic core and together these twin objectives provide the strategic framework that informs and guides future actions and decisions. This strategy combines planning considerations with social and economic needs and heritage management. It seeks to integrate the urban area with the surrounding rural landscape, to conserve old buildings and urban spaces and to balance activities between the old town and the rest of the city.

There has been and continues to be strong political leadership on heritage matters in Úbeda and this combined with a clear overall heritage strategy and a long-term implementation programme has resulted in concerted action over a sustained period.

Within the old town, the planning policies seek to protect the historic area, to encourage more people to live there, to manage traffic and parking, to attract more visitors and to improve services and the open spaces. The Programme of Heritage Management, endorsed by UNESCO, acts as a guide for local heritage management. The aim of this programme is firstly to promote the economy, tourism and local businesses and secondly to promote residential uses through the rehabilitation and improvement of the heritage. There remain 91 old abandoned buildings within the walls plus several other buildings in need of varying degrees of rehabilitation.

## Issues

An ongoing issue for Úbeda is balancing the demands of the internationally important old town with the needs of the much larger and more modern area of Úbeda. There is significant potential to promote the UNESCO site more widely to the European cultural tourism market. However, there remains the challenge of finding new uses for the old buildings such as former palaces and abandoned buildings and to manage the visitors in such a way as to avoid overcrowding and the associated problems evident in other Spanish historic cities.

The issues reflected in the case studies relate to the way Úbeda has invested heavily in improvements in the public realm and underground services as a catalyst for wider regeneration of the old city; the recovery of former Renaissance Palaces for various uses and the need to train people in order to be able to apply the traditional craft skills to the refurbishment of heritage buildings.

# RECOVERY OF PUBLIC SPACES

## Summary

The Recovery of Public Spaces case study outlines the comprehensive approach taken by Úbeda in the regeneration of the city's public realm as a means of adding value to the quality of life of residents and visitors and as a catalyst for the wider regeneration of the old city.



San Pedro square

## Context

Úbeda's 23 public spaces and squares form a significant part of the character of the UNESCO World Heritage site. They had fallen into disrepair and disuse creating a negative impact on the quality of the environment of the old town, on economic activity and on social interaction. Community perceptions were poor resulting in considerable public pressure to regenerate the old city socially and economically as well as environmentally.

## Description

The aims of this project were to reinforce the heritage quality of the old town by increasing the value of the extensive public spaces within the 89 hectare World Heritage site – using the investment in the public realm as a catalyst for wider regeneration of the heritage buildings that had fallen into disrepair. While visitors would be clear beneficiaries it was of equal importance to secure social, cultural, economic and environmental benefits for local citizens.

The works of conservation, restoration and redesign of the urban spaces and street furniture involved three types of intervention: -

1. Changes involving the modification of the space to improve its aspect and its functionality including the removal of inappropriate elements and/or inclusion of new infrastructure underground e.g. relating to drainage and recycling facilities
2. Restoration consisting of partial or whole replacement of the existing materials and elements, where they were damaged or had turned out to be insufficient or inadequate in relation to their function
3. Conservation consisting of the necessary repair and maintenance of those spaces where modification was not necessary and where materials were in good condition.

The Recovery of Public Spaces programme is on-going. To date, the following streets and squares have been recovered - Trinidad and Real Streets, San Pedro and San Lorenzo Squares.

The scope of the works involved re-evaluating the function of the spaces including the inclusion of new infrastructure underground, street furniture, street lighting and signage. The design approach was to achieve the highest quality possible within a comprehensive design framework based on the use of natural materials.

Works include for example: -

- Trinidad Street - Leads from the new town to Andalucía Square at the heart of the old town and has been narrowed with planting and tubs, car parking has been removed and the road level of the street has been remodelled with one level for all users
- Real Street -Leads to Ayuntamiento Square, and has been repaved to recreate its former condition with the provision of new and improved underground services. This has helped to attract people to buy properties and to open businesses and to move in as residents
- San Pedro Square- The vehicular access areas have been reduced and the pedestrian areas increased. There is new lighting, four different patterns of pavements, the fountain has been recovered with a small roundabout and underground rubbish collection facilities have been installed
- San Lorenzo Square - Car parking has been removed and the square restored to its original design as it would have been in the Middle Ages but now with paved lines to mark the walls of the former houses in the square.

## Costs and Sources of Funding

From 1987 to 2006, some €66.7 million was spent on the funding of works, of which €22.7 million came from the City Council, the regional and state sources of funding were €19 million and the EU contributed €25 million from the Social and Structural Funds.

## The Approach and Processes Followed

The implementation of the public space projects has been carried out in accordance with the proposals in a 'Special Plan' setting out the proposals for the old town including the overall approach to be adopted in the form of 'Ordinances'.

A combined political and technical department had project management responsibility for the coordination, direction and monitoring of the programme's implementation. This included management and promotion, the adaptation of public areas, the recovery of individual buildings, equipment and housing, research into planning and other related matters.

A characteristic of the approach adopted was the involvement of the local community and stakeholders in the analysis of the issues facing the historic city and in the development of the public realm proposals.

## The Benefits

- Increased investment in surrounding buildings and in the regeneration of historic centre generally
- Attraction of over 30 new businesses and increased economic activity in retailing and 1 new hotel
- Increase in residential population within the old city to 4000 e.g. 3% increase in 2005-6
- Improved quality of life extended to fringe areas of old town directly benefiting disadvantaged groups
- Greater awareness by local community of City Council's activities through involvement in the scheme's development.

## Problems & Opportunities

The scale of the public space recovery programme including the involvement of all stakeholders and the local community in the development of the proposals presented the implementation team with logistical problems. The detailed involvement of the community and the consequent requirement for regular information however enabled general support to be established for the proposals and a greater measure of understanding and acceptance of the inevitable disruption involved in the physical changes.



Plaza de Andalucía



Real street

## The Lessons Learnt

- The wider contribution that investment in the public realm can bring to the overall regeneration of the historic centre acting as a catalyst for investment in surrounding historic buildings and improving the quality of life of the area for both local people and visitors
- The importance of strong political leadership combined with a clear overall heritage strategy, a long term implementation programme and substantial funding in securing a comprehensive approach to the regeneration of the historic centre
- The strategic benefits to be gained by working in partnership with local stakeholders and the local community in terms of support for both the specific proposals as well as wider appreciation of the City Council's activities
- The importance of early involvement of the community and stakeholders and in ensuring an up to date information flow on the project's development as a means of anticipating problems and overcoming potential implementation difficulties

# RENAISSANCE PALACES

## Summary

Úbeda old town has significant problems of vacant and neglected historic buildings whose restoration and re-use is a central part of the City Council's 'Programme of Heritage Management', endorsed by UNESCO. This case study describes the restoration of two Renaissance palaces in the old town and their rehabilitation and re-use for administrative, cultural and educational activities.

## Context

The main focus of urban activity, both residential and commercial, in Úbeda tends to be in the more recently constructed outer areas rather than in the historic centre where some streets are only accessible on foot and many are very narrow making car access difficult and traffic congestion a significant problem. Whilst the perception of the old city being inaccessible and an unattractive place to live and work is substantially changing, the legacy of a lack of investment remains with 465 buildings at different levels of rehabilitation within the historic city as a whole. 256 of these are within the old walled part of the historic town with 91 of these actually abandoned.

Due largely to the efforts of the Úbeda City Council, however, many of the most important historic buildings have now been restored in the old centre and have new uses related to administrative or cultural functions, thus ensuring their future use and maintenance. Both palaces that are the subject of this case study are examples of buildings that have lost their original use, been abandoned, were in a state of ruin but have now been restored.

## Description

The two Palaces are:-

- The Palace of Don Luis de la Cueva was built in the 15th and 16th centuries by one of the first of Úbeda's settlers after the Christian conquest. It is a two-storey courtyard building built in the Moorish architectural style. The Palace has been restored and is now used as the offices of the local crafts' associations and as space for cultural exhibitions and meetings. It has a total floor area of 2.387 m<sup>2</sup>.
- The Palace of Francisco de los Cobos, originally a private palace, became apartments until abandoned around the middle of the 20th century. Currently, it is being restored to become the provincial office of UNED, the Spanish Open University. It has a total floor area: 2.800 m<sup>2</sup>.

The aims of both these projects were to:-

- Restore the derelict historic buildings and encourage craftsmanship as a key economic activity
- Attract both local people and visitors to the historic centre and create a public place for people to meet and access different cultural activities.

## Costs and Sources of Funding

The works to the Palace Don Luis de la Cueva cost €2,947.566 - 80% of which came from European Regional Development Fund and 20% from the City Council. The cost of the restoration of the Palace Francisco de los Cobos amounted to €600,000 of which 50% came from the City Council and the remainder from European Social Fund and the Ministry of Culture.

## The Approach and Processes Followed

The project management structure for each Palace involved a multidisciplinary team of professionals from different areas of the City Council relating to town planning, culture and education, commerce, environment, tourism, European initiatives, employment policies and training - working with the craftsmen and pupils of the Escuela Taller.

The other partners in the project included cultural associations, entrepreneurs (e.g. ALCISER – Chamber of Commerce and Services, Innkeepers' Association), educational institutions (UNED, Popular University – lifelong learning and further education, & schools), the palaces' owners, the Provincial Delegation of the Regional Ministry of Culture, the Provincial Historic Heritage Commission, the Provincial Delegation of the Regional Ministry of Public Works and Transports and the Area Rehabilitation Offices of Regional and Central Government.

The first phase of the work involved technical studies, establishment of priorities and formulation of targets, assessment of viability, mobilization of resources and formal presentation of the project. The second phase involved the physical restoration of internal and external



walls and the interior spaces, conservation and re-establishment of the original elements of the building, removal of the added degrading elements, reconstruction of demolished parts, and the provision of technological and hygienic sanitary facilities. Finally the team focused on promotion and marketing as part of the policy of promoting the city to visitors and the creation of tourist resources such as books, leaflets, CDs, Internet sites, press releases, etc.

Regarding the Palace Francisco de los Cobos, the project involved the recovery of the main structure i.e. the front and the cloister. The reconstruction of the cloister, for example, was based on the archaeological excavation and the remains and fragments found. This, together with old photographs and the building's deeds, enabled an exact reconstruction reminiscent of what the original Renaissance palace would have been like, whilst creating a building fully capable of beneficial use in the 21st century.

The works to the Palace Don Luis de la Cueva also began with archaeological works. The subsequent refurbishment work rebuilt the courtyard and the interior structure of the house as it had been originally accommodating different uses on different floors. The works have sought to be as authentic as possible respecting the building's original structure, whilst adapting it to its new function and use.

## The Benefits

The work on the palaces, as a key part of the strategy to regenerate the old city, has produced a number of socio-cultural and economic benefits.

In general terms the overall recovery of what was a degraded environment has helped create a culture of support for the conservation and the rehabilitation of the historical city within the local community. The wider area has experienced increased economic activity whilst traditional skills have been retained and developed particularly benefiting the employment prospects of young people.

The restoration of both palaces required the cooperation and joint working between a number of organisations and this, as a consequence, generated political and institutional added value, including in the development of new ways of working.

Apart from the direct value of recovering historic assets, new cultural and educational activities have also been introduced to the old city increasing its attractiveness to local people and to visitors.

The craftsmanship sector of the city now has a permanent head office with exhibition rooms for the artisans' products. This office will assist the development of a local crafts' quality label to ensure sustainability in managing heritage resources and the most appropriate way of talking about heritage with the local community.



*The Palace of Luis de la Cueva before and after*



## Problems & Opportunities

The management of the old town still faces serious challenges due to the current condition of the building stock and the difficulties raised by problems of accessibility and the relative lack of facilities in the historic centre.

The palaces' projects are an example of particular interest regarding the introduction of 'Renaissance' design criteria in the design of urban spaces and architecture developed from an understanding of the old city's historic identity.

This work has demonstrated the benefits of recovering old buildings and shown that it is possible to establish beneficial new uses that meet community needs. It represents an opportunity to both extend this work to other similar buildings within Úbeda and beyond and to convince more local people of the merits of a conservation led approach.

## The Lessons Learnt

- The importance of the public sector investing in the restoration of key historic assets as a catalyst for the wider regeneration of the historic city, of working in partnership with a range of organisations and stakeholders and of embracing multi disciplinary team working
- The importance of raising social awareness on conservation and restoration among local people as the basis of establishing a sustainable approach to the recovery and re-use of heritage assets
- The opportunity to both apply traditional techniques and construction materials alongside the use of new technologies in a way that both respects the identity of historic buildings and enables their successful adaptation to new uses
- The importance and value of the local municipality investing in training in traditional crafts enabling the restoration and adaptation of key historic buildings in an authentic way as well as a means of generating employment especially for young people

# ESCUELA TALLER – TRAINING SCHOOL

## Summary

The “Escuela Taller” or Training School was created in Úbeda to help address the growing shortage of craft and heritage building and landscape skills within the local labour market as well as to assist with job creation. It is an innovative case study that has the potential for replication across Europe where the problem of an emerging lack of traditional building skills is widespread with potentially serious implications for the ongoing repair and regeneration of cultural heritage.

## Context

The program of the “Escuelas Taller y Casas de Oficios” started in 1985 as an initiative of the Spanish Government. It represents a significant attempt to contribute to the conservation and improvement of the historical heritage by means of providing personal, institutional and material support particularly to young people. The programme was created to respond to the lack of structured training to learn traditional handicraft occupations many of which were in danger of disappearing from the labour market as well as to tackle the problem of youth unemployment.

## Description

In the “Escuela Taller” scheme in Úbeda specialised training is taught in occupations demanded by the labour market involving a range of handicraft skills related to heritage rehabilitation and conservation.

The aims of the programme are: -

- To provide professional qualifications for young people from 16 to 25 years old
- For successful candidates to be subsequently integrated into the labour market
- To secure the recovery of traditional handicraft skills and occupations
- To create opportunities for youth employment
- To improve the quality of restoration of historic buildings and public spaces

Projects to date include work on recovering and maintaining the natural heritage the rehabilitation of significant heritage buildings as well as. For example: -

- “El Paso” Royal cattle track - 13 ha. Park used by cities of Sabiote, Torreperogil and Úbeda
- Restructuring of Vandelvira Park
- Restructuring of Alférez Rojas Gardens.

- Restructuring paving at rear of Hospital de Santiago
- Adaptation and structuring Corazón de Jesús square
- Rehabilitation of 16th Century Palace of Francisco de los Cobos - as headquarters of Open University
- Rehabilitation of Antiguas Carnicerías, an obsolete building attached to the ancient walls - as headquarters of Local Police -
- Rehabilitation of House of Juan de Valencia, a 16th century building inside the historical centre – as the offices and classrooms of Escuela Taller
- Emergency action to consolidate wall paintings inside the chapel of Hospital de Santiago, in collaboration with the Regional Institute for Heritage
- Elaboration of glass tiles for the second tower of Hospital de Santiago.

The Escuela Taller also facilitates smaller projects to promote the self employment of students e.g. stain glass and carpentry commissions. It also promotes initiatives to help disseminate information on heritage. For example: -

- An Inventory of Resources from Comarca de la Loma, in collaboration with the department of Promotion and Development of the Escuela Taller of Baeza
- The Tourist Guide of Úbeda and Baeza, in collaboration with the department of Promotion and Development of the Escuela Taller of Baeza.

## Costs and Sources of Funding

The “Escuela Taller” receives 70% of the funding for the school from The European Social Fund with most of the remainder from the regional authority and a small amount from Úbeda City Council.

## The Approach and Processes Followed

The “Escuela Taller” is a partnership involving the Regional Ministry of Employment, the Regional Directorate General of Employment and the department of Employment Active Policies inside the City Council of Úbeda.

The school has a Director with overall responsibility for financial and operational management. The training process involves both practical workshops in bricklaying, quarrying, blacksmithing, carpentry, gardening and the environment as well theoretical training and remedial educational programme in art history, drawing and technology.

## The Benefits

The “Escuela Taller” training school promotes training by means of innovative and pioneering teaching techniques whereby training in practical skills is associated with heritage education – raising students' awareness and appreciation of the value of heritage.

The project has achieved 80% integration into the local labour market and has been responsible for the training of 987 pupils since 1985. It successfully tackles the important social challenge of youth unemployment in a sustainable way bringing significant benefits both to the students in terms of ‘life skills’ and to the wider community in terms of the proper repair of the city’s heritage assets .



Escuela Taller students at work

## Problems & Opportunities

The “Escuela Taller” is both a social and cultural heritage programme that requires public funding to realise the benefits outlined by this case study. At present it relies heavily on EU funding and a partnership approach between the national and local governments. Its future therefore depends on sustaining public financial support.

The approach adopted in Úbeda and elsewhere in Spain represents a significant opportunity for other historic cities to emulate. It demonstrates the personal and community benefits that can be realised by investing in both the heritage and young people.

## The Lessons Learnt

- The importance of a strategic approach to heritage led regeneration where the availability of the necessary building and craft skills plays a crucial part in delivering quality restoration of both the built and natural heritage
- The opportunity heritage can bring to enhancing quality of life not only at a local community level but in terms of realising the potential of individuals, particularly disadvantaged young people -through the development of practical skills with an economic value and through raised awareness and respect for the environment
- The crucial role played by the public sector in enabling the programme through leadership and financial support
- The opportunity to replicate this programme throughout Europe's historic cities

# 4. TOWARDS GOOD PRACTICE – LESSONS & SUCCESS INDICATORS

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## Introduction

Heritage led regeneration, as this report clearly shows, can take many forms. It is also the case that specific examples of successful heritage projects can be found on a site- by-site basis from across Europe. There are, however, very few examples of where the full potential of heritage investment to regenerate whole cities or significant parts of cities can be demonstrated.

The challenge that INHERIT set itself was to identify the actions and underlying processes that would be necessary to deliver heritage led regeneration at the strategic level i.e. on a scale sufficient to realise wider social, economic and environmental benefits.

The work of INHERIT included the commissioning of external research in order to support the development of good practice advice. The aim was to provide independent validation of the lessons identified by the partners and where appropriate and practical to address gaps not fully covered by the case studies. In some instances the project team accepted that some specialised aspects of heritage led regeneration – for example relating to the overall issue of transport in all its facets–were beyond the scope of the project.

Queen's University Belfast was appointed to carry out this work and their full report 'An Investigation of Good Practice in Heritage Led Regeneration' - is available to download, in PDF format, on the INHERIT web site – [www.inheritproject.net](http://www.inheritproject.net) or from the Queen's University School of Planning Architecture and Civil Engineering website - [www.qub.ac.uk/space](http://www.qub.ac.uk/space). It is also included on the INHERIT DVD available from EAHTR.

The Queen's University report confirms many of the lessons and success factors arising from the case study analysis set out in section 3. Appendix E of this document sets out a summary of some of the key issues and lessons identified including further European case studies - providing an additional perspective underpinning the project's main findings.

Section 3 describes and analyses 19 case studies all of which demonstrate differing aspects of heritage led regeneration. It identifies a wide range of lessons, all of which potentially contribute to the development of good practice guidance on how to deliver successful urban regeneration through investing in heritage.

Our analysis of these findings has been grouped into 4 themes to help provide a coherent framework for developing clear and practical guidance for local and regional authorities taking into account both the partner case studies and the QUB research. The themes identified relate to the need for local and regional authorities to:

- Think and Act Strategically
- Focus on Identity and Diversity
- Invest in Regeneration –especially the Public Realm
- Work in Partnership

## 1 Think and Act Strategically...

### Value your Heritage

It is, arguably, self evident that the first step towards successful heritage led regeneration must involve local and regional authorities firstly valuing their heritage i.e. recognising its potential as a driver of urban regeneration, a catalyst for positive change and a key contributor to the sustainable development of cities.

### Understand Identity and Make it Central to Corporate Strategy

Few civic leaders may disagree with this proposition but the test needs to be whether support in principle is matched by specific action in terms of actual policy development and delivery mechanisms. The key policy driver for heritage and historic authorities should be firstly to understand what constitutes the character and identity of their region, city, town or village and secondly to ensure heritage policy is central to the corporate policy of the authority – not a separate 'add on'.

### Importance of Leadership

It is clear from the case studies that successful regeneration invariably involves a central leadership role by the local authority. Success correlates with strong leadership – political and stakeholder – in aspiring to best practice, committing and attracting resources, and delivering heritage led regeneration over the long term.

The presence of a clear vision and integrated governance structure has been shown to be crucial to the successful delivery of heritage led regeneration - acting as a catalyst for private sector investment and community and stakeholder support and providing a framework for innovative new multi disciplinary and multi agency working often central to effective project delivery.

### Skills and Training

The emerging lack of specialist skills and capacity in both the public and private sectors is a potentially serious problem with widespread implications for Europe's

heritage – particularly Eastern Europe where there remains a historical scarcity of private contractors with appropriate experience and skills.

This shortage relates to a lack of skills to:-

- Repair, conserve and regenerate historic buildings and monuments using appropriate techniques and materials
- Work effectively with the private sector in innovative new organisational solutions e.g. public private partnerships
- Engage with the community and local stakeholders in promoting effective heritage regeneration

The case studies generally demonstrate examples of good practice particularly the example of Úbeda, where strategic intervention by the local authority in training underlines the important role that local authorities can play in ensuring specialist skills are maintained to meet the social and economic needs of a local community particularly, as in the case of Úbeda, addressing youth unemployment.

### **Link Benefits to European Union Priorities**

Heritage led regeneration benefits include job creation, increased business development, inward investment, visitor spend and tourism development. They contribute to sustainable development, economic growth and the knowledge economy in particular and as such help directly to deliver key EU Structural Fund policies for the period 2007-13.

These benefits are not currently fully recognised and the responsibility now lies in part with local authorities to demonstrate the value of investing in heritage a means of securing Structural Fund investment in Europe's heritage in line with the 'Lisbon and Göteborg agendas' set out in Appendix E.

### **Monitor Results and Quantify Benefits**

We found very few examples of local authorities monitoring results and/or quantifying the environmental, social and economic benefits of major heritage investment. The notable exceptions set out in this report are the Grainger Town case study and the work of English Heritage in relation to heritage investment outlined in section 2 - both of which are to be commended to all local authorities particularly in terms of setting targets and measuring achievements. For example relating to:-

- Jobs created and safeguarded
- Training programmes provided
- New business start ups
- Impact on visitor numbers and tourism spend
- Area of new/improved floor space
- Buildings improved and brought back into use
- New dwellings created
- Private and public investment attracted
- Amount of public realm improved.

Appendix H is a more detailed analysis of the qualitative and quantitative benefits of heritage led regeneration.

## **2 Focus on Identity and Diversity...**

### **Prepare a Heritage Audit**

We set out above the importance of firstly understanding the identity of historic place as a driver of strategic policy. The case studies show time and again that it is crucial to begin with an 'audit' whether it be at the level of the region, city, town, place, or building in order to firstly understand its particular character and to identify the essential qualities that make it special.

A variety of techniques were used, for example, in Belfast, Newcastle and Göteborg but all had in common an analysis of heritage value as a key decision making tool and as a precursor to determining an appropriate and effective intervention, whether at the city wide level or in relation to specific areas or individual buildings.

### **Recognise the 'Common Heritage'**

The case studies and the wider European research carried out as part of INHERIT shows the range of interpretation of what constitutes heritage – often defined as such at the local level in terms of local people's perceptions and experiences. From former military architecture and infrastructure though to more recent industrial buildings and domestic housing, the case studies demonstrate the contribution that 'common heritage' - not only those assets of national or international importance - can make to defining the character of a place and its identity.

### **Social Value of Identity**

It is important that local authorities understand the social value of 'identity' to local people as well as its appeal to visitors attracted by its uniqueness and authenticity. An important aspect of this is involving, where possible, 'eyewitnesses' as is the case with the European Solidarity Centre in Gdansk. In this context even after physical assets have been lost the sites can still embody important memories where people want the past to be respected and remembered.

Several case studies demonstrated the value of identifying distinctiveness as a focus for illustrating positive images, developing 'pride of place' and as a basis for celebrating diversity both locally and in terms of tourism development.

### **Encourage Diversity**

Many historic cities suffer from, on the one hand, an over concentration of visitors focusing on the prime attractions, and on the other hand the problem of securing viable uses for heritage buildings and assets not

part of the tourist trail, but central to the character and identity of the place. As can be seen in the case studies presented as part of INHERIT, cities are increasingly recognising the importance of encouraging and facilitating diversity as way of dealing with these twin challenges.

What this involves in practice is promoting a 'mix' of uses that add to an area's vitality, especially in terms of creating a more vibrant day/night economy combined with a policy of spreading activities to avoid visitor concentrations. This approach has the dual benefit of both helping secure viable and sustainable new uses for historic buildings and providing a basis for effective visitor management in terms of traffic and pedestrian flows.

### Cultural Approaches

The concept of 'cultural approaches' has emerged as potentially important in developing heritage strategies that reflect local identity and are sustainable in terms of realising social, economic and environmental benefits that meet local needs.

We have identified a number of distinct approaches that could apply to a wide range of local authorities ranging from city – wide strategies such as Belfast's 'cultural quarters' to strategies focusing on recent events such as Gdańsk's 'Solidarity Centre'. Similarly military history, architecture and fortifications, as in Verona, play a large part in the identity of the city and present opportunities for tourism development as well potentially meeting community needs. These challenges are faced by many 'walled' historic cities across Europe and beyond.

In developing successful cultural approaches local authorities should look at heritage broadly e.g. in terms of people, language and buildings as in Belfast, and also at the potential for promotional activity and development of events and festivals.

### Quality & Contemporary Design

Investing in heritage as a driver of social and economic regeneration requires the development of an 'ethos' of quality to permeate the whole process commensurate with respecting and reflecting the quality of the historic context. This relates not only to the rehabilitation of buildings and monuments and their ability to adapt over the centuries to new uses but equally to the public spaces that often form an important part of the city's identity and heritage audit.

Quality, in this context, requires attention to detail in terms of design guidance, materials used, and appropriate use of both traditional and modern construction methods. Equally, it is important to plan for 'tomorrow's heritage' by encouraging good contemporary design that respects its context rather than necessarily seeing historic places confined to only

copying former styles.

### Realise the Potential of New Technology

While historic buildings do have a track record of adapting to new uses over time the demands and pressures of the 21st century present special challenges if the historic environment is to effectively play its part in the modern world. The requirements to open up internal spaces, introduce unprecedented structural loadings, provide for extensive information and communications facilities all mean that the possibilities and opportunities of new technology need to be embraced.

Opportunities to realise the potential of new technology are extensive ranging from computer based design and building techniques through to the extensive use of 'wireless' technologies making historic buildings 'competitive' and attractive to, for example, cultural buildings such as Museums and Galleries and the creative industries who often adopt historic buildings as locations of choice attracted by the ambience and quality of the historic environment.

Increasingly the new technologies are being used to make heritage buildings and areas more accessible both to visitors and to the local community. Hand held audio guides, for example, provide a consistency in terms of quality, topicality of content and range of languages difficult to match by human guides potentially freeing staff to work on content and for more specialised tours. Many historic cities are now applying the virtual reality technologies to enhance the interpretation of the historic environment, both in terms of buildings and areas particularly important in situations, where the original structures are no longer extant.

## 3 Invest in Regeneration – Especially the Public Realm...

### Public Sector Investment

The case studies show clearly the importance of local authority investment in the historic environment as a catalyst for both attracting additional private and public investment, as well as wider regeneration beyond the initial building or area. The Grainger Town project demonstrates the social and economic benefits of a comprehensive public led approach whilst public grants in Haga, building restoration in Úbeda and Verona and public realm investment in Úbeda, Göteborg and Newcastle also underline the importance of the leadership and 'pump priming' financial roles of the local authority.

Investment in the public realm is a particularly important role for the public sector, partly because of the 'confidence' that the environmental improvement brings to an area and

partly because the public realm is the prime responsibility of the local authority and other public bodies.

### Need for an Overall Plan

Local authorities should aim to ensure public realm proposals form part of an overall plan - spatial and transport - that balances accessibility with enhanced space for pedestrians and cyclists and the reduction of pollution. Projects planned in isolation are unlikely to deliver the wider benefits relating to regeneration and sustainability or realise the full potential that a comprehensive rolling programme of improvements can deliver.

The 'ethos' of quality is equally, if not more, important in relation to the design of public realm works that provide the setting for heritage buildings that may be of national or international importance and often need to be sufficiently resilient to withstand constant and heavy usage.

Use of natural and other quality materials, enhanced lighting, effective signage and interpretation all ensure the improvements add value to the historic environment and meet the needs of both local people and visitors. Public realm works are necessarily disruptive and it makes sense, therefore, to try to ensure that underground infrastructure and services are modernised at the same time.

### Opportunities to Enliven Public Spaces

Public spaces, such as squares and pedestrianised streets, can be enlivened by the inclusion of public art both in terms of providing a focus of interest and as a means of contributing to the city or area's identity. They also provide the backdrop and opportunity for the creation of imaginative cultural events and activities, all of which add to the vitality and vibrancy of the place.

Well planned, quality open spaces that are safe and attractive not only encourage more visitors to an area but, importantly, can be seen to encourage social interaction between the local community acting as meeting places and providing the context for conversation and 'watching the world go by' – contributing to a sense of well-being.

## 4 Work in Partnership

### Value the Public, Private and Community Sectors

While the leadership role of local authorities is clearly important, successful heritage led regeneration invariably requires a partnership approach. It is crucial, therefore, that local authorities recognise and value the respective roles of the public, private and community sectors. This can range from establishing inclusive governance arrangements and specific organisational delivery structures through to ensuring effective communication

between all concerned using a wide range of tools.

Heritage regeneration needs the active and enthusiastic involvement of all sectors in bringing complementary skills and, as in Pedagogen and Haga in Göteborg, acting as 'champions' to promote the case of environmental enhancement.

### Public Partnerships

The scale of the challenges facing the repair and preservation of cultural heritage across Europe is such that public partnerships are crucial to achieving successful regeneration – at a European, National and Regional level as well as at the local level. The case studies show the importance for example of EU investment through the Structural Funds in Úbeda and Gdansk, national government funding in Haga, Göteborg or Regional Development Agency financial contributions to Grainger Town, Newcastle.

### Public Private Partnerships

Similarly the role of the private sector in successful heritage led regeneration is now increasingly important as can be seen in the central involvement of the private sector in most of the case studies particularly the larger developments such as in Belfast, Göteborg, through the Foundation in Verona and the public private partnership in Grainger Town. Public private partnerships require an open dialogue from both sides and a creative approach where risks are identified and managed and new ways explored to both attract the scale of funding required and deliver public benefit.

### Involve the Community

The importance of involving the local community has emerged repeatedly as central to successful heritage led regeneration. Cultural heritage underpins communities' sense of identity and pride of place and ultimately quality of life. Heritage led regeneration can effect significant change from re-use of landmark buildings to reconfiguration of the public realm in ways that affect people's lives in fundamental ways.

Early and meaningful engagement has been shown to be a pre-requisite to developing the sense of 'ownership' necessary for public and stakeholder support to be sustained over time – a necessary requirement given the scale of public investment often involved. This involves the establishment of appropriate mechanisms that take into account the nature of the project and that inform, receive views and include participation in the decision making process and are sufficiently resourced and supported to retain momentum throughout the project lifecycle.

In particular, efforts need to be made to involve the 'hard to reach' and to set clear parameters with regard

to the scope and nature of the consultation process.

# 5. THE GUIDANCE

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This section aims to summarise the lessons and success indicators identified through the work of INHERIT and to present these in summary form as recommendations aimed at European local and regional authorities. Taken together they form a guide to successful urban regeneration through investing in heritage.

## Recommendation 1 - Think and Act Strategically...

1. Value investing in heritage as a driver of urban regeneration, a catalyst for positive change and key contributor to sustainability.
2. Understand 'identity of place' and integrate heritage into corporate strategy, policy development and delivery mechanisms
3. Recognise the importance of leadership, a clear overall vision and a holistic approach with appropriate governance and organisational structures
4. Ensure specialist skills and capacity are available to meet the needs of heritage led regeneration and facilitate training where necessary
5. Link benefits with the 'Lisbon' and 'Göteborg' agendas – economic growth, job creation and sustainability
6. Monitor results and quantify environmental, social and economic benefits by setting appropriate targets and measuring achievements

## Recommendation 2 - Focus on Identity and Diversity...

1. Prepare heritage 'audit' to understand context and define character and identity
2. Recognise the contribution that 'common heritage' can make to character not only assets of national or international importance
3. Understand the social value of 'identity' to local people and its appeal to visitors
4. Encourage 'diversity' as means of achieving a mix of uses, spreading activities and adding vitality and ensure new uses for old buildings are sustainable
5. Explore different cultural approaches that relate to people as well as buildings, including recent events, as focus for cultural tourism
6. Value 'quality' in terms of design and materials and welcome good contemporary design
7. Realise the potential of new technology in repairing and adapting old buildings and in interpreting and communicating the value of heritage making heritage more accessible

## Recommendation 3 - Invest in Regeneration – especially the Public Realm...

1. Use public sector investment as a catalyst for wider regeneration - especially in the 'public realm' where improvements create confidence in an area and trigger further investment
2. Recognise benefits of overall spatial and transport plan that balances accessibility with enhanced space for pedestrians, cyclists and the reduction of pollution
3. Value 'quality' in design and improve surfaces using natural and other quality materials, enhance lighting, signage and interpretation and consider modernising infrastructure as part of overall plan
4. Realise opportunities for enlivening public spaces by planning creative cultural events and including public art as a way of adding vibrancy to an area and contributing to its identity
5. Recognise the value of safe, attractive and well planned public spaces in attracting visitors, encouraging community interaction and contributing to local perceptions of 'quality of life'

## Recommendation 4 - Work in Partnership...

1. Recognise the leadership role of local authorities in valuing the respective roles of the public, private and community sectors and in promoting inclusive governance and organisational arrangements
2. Encourage community and stakeholder 'champions' to promote the benefits of investing in heritage through 'ownership' of schemes
3. Promote public partnerships at the European, National and Regional levels as well as locally to maximise investment in heritage
4. Welcome private sector investment, aim to develop innovative public private partnerships and consider new joint approaches to funding, managing risk and delivering public benefit
5. Understand and recognise the value of community engagement in building people's sense of 'identity', 'ownership' and 'pride of place'
6. Ensure early and meaningful engagement of the community and key stakeholders and develop mechanisms that inform, receive views and facilitate participation in decision making

# 6. CONCLUSIONS

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Historic towns, cities and regions are now facing unprecedented challenges that threaten their character, identity and quality and put at risk the potential social, economic and environmental benefits that can be realised through heritage led regeneration. The aim of the INHERIT project is to help historic and heritage cities tackle these challenges and demonstrate the benefits that can be realised through valuing and investing in heritage.

'Investing in Heritage –A guide to Successful Urban Regeneration' has sought to address the lack of readily accessible evidence on the benefits of heritage led regeneration by providing detailed information on how other cities have used heritage as a catalyst for wider regeneration. The core work of the project has centred on the detailed case studies set out in section 3 complemented by additional independent research drawing on further case studies and an evaluation of the impact of European regional policy.

The report is intended to provide strategic guidance in particular to local and regional authorities on how to be successful in realising the benefits of investing in heritage. The aim is, by focusing on four key themes within which specific guidance has been grouped, to produce accessible recommendations that together offer a 'holistic' approach whilst individually allowing targeted action to be taken on particular aspects.

The key findings leading to the guidance have been expressed in terms of lessons learned through the experiences of the partner cities as well as by the identification of key success indicators – all underlining the central leadership contribution of local and regional authorities – reinforcing both the need for local authorities to value their heritage and their central role in securing the implementation of the recommendations of this report.

The project team are grateful to Interreg 3C for providing the opportunity to carry out this work. The process of knowledge transfer between Europe's regions has a crucial contribution to make to the delivery of the EU's key priorities in terms of sustainability, competitiveness and job creation. The evidence produced as part of the INHERIT study shows that Europe's cultural heritage not only has the potential to make an important contribution to these aspirations at the European level but is often doing so in practice.

It is equally clear, however, that while EU regional policy has been a significant factor in delivering heritage led regeneration, particularly in Objective 1 regions, the wider contribution that investing in heritage can deliver is not currently fully reflected in EU priorities. We believe that the evidence collected and the findings set out in this report point to the need for further in-depth work aimed specifically at demonstrating heritage's contribution to European competitiveness and sustainability. We see considerable added value locally, regionally, nationally and at a European level combined with extensive potential for capitalisation of this work in both influencing the allocation of structural and social funds up to 2013 and in the development of EU priorities post 2014.

The interaction between team members as part of the INHERIT partnership alone has achieved significant knowledge transfer through study visits, symposia and secondments as well as through interaction with the 'CULTURED' and 'QUALICITIES' projects. Ultimately the full value of the work of INHERIT will be the extent to which its findings are further developed and its recommended guidance disseminated, understood, and put into practice by local and regional authorities across Europe.

Investing in heritage is a major challenge facing today's decision makers – it is also a duty we all owe to future generations.



# APPENDICES

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- A PARTNERS' CONTACT DETAILS
- B THE APPROACH TO THE WORK
- C CONTRIBUTORS TO THE WORK OF INHERIT
- D THE SYMPOSIA DECLARATIONS
- E INVESTIGATION OF EUROPEAN GOOD PRACTICE
- F NATIONAL AND EU REGIONAL POLICY
- G BIBLIOGRAPHY
- H THE BENEFITS OF HERITAGE LED REGENERATION

# APPENDIX A – PARTNERS’ CONTACT DETAILS

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# APPENDIX B – THE APPROACH TO THE WORK

## The Review Methodology

Each partner city of the INHERIT network is at a different stage in the regeneration process in terms of scale, regional policy, political and democratic circumstances and its economic situation. The development of a structured methodology provided an introductory framework for each partner to prepare background information for the project team in the form of introductory papers and presentations by key politicians, staff and stakeholders at the start of each study visit.

This work provided a foundation upon which to build and guide the work of INHERIT and provided an contextual understanding of the structures and processes involved in each partner's approach to heritage led regeneration at both a city-wide and project level.

## CITY WIDE LEVEL

### 1. LEGISLATION

Describe in outline national legislation and local strategies and policies related to the conservation of historic buildings, areas and heritage led regeneration and matters relating to project implementation (public private partnerships, public consultation procedures, etc).

### 2. REGIONAL POLICY

Describe and analyse the current EU regional policy for 2007 to 2013 and assess the impact on the implementation of heritage led regeneration projects.

### 3. IDENTIFICATION OF HERITAGE

A short history of the city together with overall statistics of the buildings, structures and areas recognised as being of national and local special architectural or historic interest in the city.

### 4. STRATEGY

Describe the local approach to conservation and heritage led regeneration i.e. political support, local strategies, the organisational structure, etc.

## INDIVIDUAL PROJECT LEVEL

### 1. BACKGROUND

The context of the project in relation to the city wide appraisal

### 2. DETAILED AREA AUDIT

Heritage Resource and Heritage Issues  
Environmental Issues  
Economic Issues  
Social Issues  
Cultural Issues

### 3. STRATEGY

Civic Vision  
Programme Timescale  
Funding Package  
Themes of Heritage-Led Regeneration  
Strategic Aims and Objectives  
Identification of Goals and Outputs

### 4. PROJECT STRUCTURE

Project / Partnership Board  
Partners  
Project Team

### 5. PROJECT IMPLEMENTATION

Individual Projects / Initiatives under the 'Themes and Strategic Aims and Objectives' Identified in Stage 3  
Promotion and Marketing

### 6. MONITORING & EVALUATION

Regular Monitoring of the Regeneration Process against the 'Themes, Goals and Outputs' Identified in Stage 3  
Independent Evaluation of the Success of the Regeneration Process  
Promotion of the Success of the Project

### 7. FORWARD STRATEGY & MAINTENANCE FOR SUSTAINABLE REGENERATION

Forward Strategy Following Completion of the Regeneration Process and the Maintenance Charter

## The Operational Objectives

The operational objectives of the INHERIT project were to-

- Identify the key factors underpinning successful heritage led regeneration
- Prepare position statements about each partner city to understand where they stand in relation to the different stages of the regeneration cycle
- Hold study visits in each partner's city to share experience and to identify the lessons learnt and examples of good practice
- Identify the cultural and contextual differences relevant to successful regeneration across the partnership
- Provide professional secondments to other cities for the partners to allow more detailed analysis and understanding of their activities
- Identify other examples of heritage led regeneration and the lessons for practitioners
- Investigate the effectiveness of EU regional policy in delivering heritage led regeneration projects and the implications of recent past and current regional policies;
- Organise an initial Symposium to gather information and feedback from a wider network of heritage cities
- Organise a final Symposium to present the work to practitioners and policy makers at all levels and set up long-term dissemination arrangements
- Ensure information dissemination through the INHERIT and EAHTR websites and the EAHTR members' networks
- Identify the key success factors that will assist cities to implement the project's findings
- Produce, launch and circulate this Good Practice Guide.

## The Study Visits and the Case Studies

A key element in the work of INHERIT was in depth study visits to each partner city to learn about the overall approach to heritage led regeneration and to explore selected local examples of heritage projects. The study visit format involved, in addition to the contextual presentations by the hosts referred to above, presentations on specific local examples of heritage led regeneration and guided site visits to each the projects. A wide range of staff from the host cities participated in each study visit, providing valuable additional expert contributions to the project.

The investigative aspects of the project were managed to ensure consistency by using the review methodology outlined above to assess on a common basis the stage each city has reached in the regeneration cycle. In addition each partner was responsible for assessing one of the following themes across all cities to help identify key lessons and success indicators:-

### I. Strategy and policy development

2. Governance in terms of decision-making processes, public and other stakeholder involvement
3. Methodologies and tools -identifying useful techniques
4. Realisation of benefits in terms of social, economic and environmental impact
5. Role and importance of European regional policy and European and National legislation
6. Identification of common standards of excellence in heritage led regeneration as a basis for proposing a 'quality' standard; and
7. Specific examples of good practice including the above themes as well as topics such as cultural approaches, design, partnership, etc.

In the latter stages of the project's work, the partners discussed and agreed the projects from each partner city, representing the main areas of good practice, to be showcased in this report. These projects were then the subject of detailed presentations at the Verona Symposium in March 2007. In discussion with all the participants at the Symposium, it was agreed that these projects could be grouped into 5 key aspects of successful heritage led regeneration as a basis for further development of guidance to local and regional authorities.

These were:-

- Strategic approaches to heritage led regeneration
- The value of quality public domain
- The importance of community involvement
- Cultural approaches to local regeneration
- Diversity in terms of new uses for heritage buildings.

The notes of each study visit are included on the INHERIT website at [www.inheritproject.net](http://www.inheritproject.net) and on the project DVD available from EAHTR.

The contact details for each participant city are listed in Appendix B for more detailed information.

## Professional Secondments

The project included provision for the professional secondments of 2 members of staff from one partner to visit another partner over a 5-day period including travel. The intention was to enable a more in depth transfer of experience than was possible in the project's study visits. A range of staff from Newcastle, Göteborg and Gdańsk took up these opportunities and included some staff not otherwise involved in the study visits.

In her secondment to Göteborg Sue Degnan of Newcastle identified the ruling that pedestrians have precedence where there is traffic and tram routes, thus reducing the need for signage and barriers, as an important example of good practice applicable to Newcastle and indeed throughout the UK. Her visit also raised the common issue of the degree of gentrification that was acceptable in policy terms, in an area such as Haga, which is now an area visited by predominantly by tourists. Although the area has been saved from demolition, the character has



inevitably altered as consequence of its changed function and role within the city.

Another recurring theme was the importance of mixed uses in any area in order to generate more activity in that area. In her secondment to Belfast, Fiona Cullen identified three aspects that could be transferred to Newcastle upon Tyne – the work of the HEARTH building preservation trust on renovating modest domestic houses i.e 'common heritage', the strategic approach to the marketing of St George's Market and the use of heritage and culture in the Cathedral Quarter to attract visitors and local people. These lessons have been discussed with several different officers in the City Council.

Anna-Johanna Klasander and Sophia Alfvag of the Göteborg City Planning Authority visited Newcastle on secondment. The main aims were to learn more about the successful regeneration of Grainger Town and to study Newcastle and Gateshead at an overall level, due to the similarities with Göteborg – the river, the industrial history, the brownfield developments, etc. In relation to Grainger Town, it was noted that the regeneration was achieved through public and private investment, an independent partnership and much hard work by a multi-disciplinary team. The Newcastle Tall Buildings Guidance was studied in some detail as this is also an issue in Göteborg, where work is underway on a similar policy document. Visits were also made to the Ouseburn Valley and the Byker Estate and the lessons learnt related to the generic design principles, the high quality documentation, the urban layout of Byker and the potential conflicts between heritage values and environmental improvements.

### **EU Regional Policy**

INHERIT also represents an opportunity to evaluate the effectiveness of past EU regional policy in the period 2000 to 2006 and to influence the delivery of current regional policy in the period 2007 to 2013.

During each of the study visits, partners described the current EU regional policies of their cities and the extent to which they had an impact on the delivery of heritage led regeneration projects locally. There was a significant difference in terms of the impact between those partners in Objective 1 areas i.e. Gdansk, Úbeda and Belfast where funds were available for basic infrastructure and to implement projects, which had economic, physical and social benefits to the respective cities. In the Objective 2 areas of Göteborg, Newcastle and Verona, the funding of heritage regeneration projects relied heavily on private sector capital funding with EU regional funding being limited to business development and workforce training.

In January 2006, the INHERIT partners submitted a

response to the EU regarding "Cohesion Policy and Cities". This response drew attention to-

- The lack of sufficient evidence to convince cities of the benefits of heritage led regeneration and a lack of information on how to regenerate through investment in heritage
- The overall aim of strengthening the urban dimension in the Structural Funds programme for 2007-2013
- People want to live and work in cities with a distinct identity and a high quality built environment, where environmental quality is a long term investment
- Cities must be empowered and their capacity for action increased, not only in relation to jobs but also in relation to the built environment
- Urban development is a complex and long term process, requiring an integrated approach including a long-term vision.

### **QUB Research**

Queen's University Belfast was commissioned, on behalf of the partners to provide external expertise in order to broaden the scope of the project's work and to help evaluate the project's conclusions and recommendations. There were 2 main elements to this research work –

- The identification of other successful examples of heritage led regeneration in Europe. This is summarised in Appendix E and included in full in the INHERIT DVD
- A description and assessment of the effectiveness of EU regional policy in delivering heritage led regeneration. This is summarised in Appendix F and also included in full in the INHERIT DVD

### **The Qualicities and Cultured Projects**

The INHERIT project has close links with 2 other INTERREG projects that have thematic links to the content of INHERIT. The projects concerned are-

- QUALICITIES which is led by Anderlecht Municipality and is about development of a 'quality method' for the sustainable development of historical cities and regions
- CULTURED which is led by the University of Gent and is about best practice in the preservation of cultural heritage and regional development in rural areas.

All these projects share a common partner, Úbeda, which has established and managed, on behalf of the three projects, a joint website at [www.quicnet.com](http://www.quicnet.com)

There have also been meetings between the lead partners to share information about the work of their respective projects. In addition, presentations about the work of INHERIT were made to all the partners of the QUALICITIES and CULTURED projects at their meetings in Anderlecht in December 2006 and in South

# APPENDIX C – CONTRIBUTORS TO THE WORK OF INHERIT

## European Association of Historic Towns and Regions

Brian Smith Secretary General of EAHT & Project Director  
Ian Walters Project Coordinator  
Sabrina Motta European Assistant  
Paul Webb Financial Manager

## Gdansk

### City Council

Marcin Szpak Deputy Mayor  
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Krzysztof Rudzinski Head of the Development Programmes Department  
Grzegorz Sulikowski City Planning Authority  
Grzegorz Lechman City Planning Authority  
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Malgorzata Ratkowska Development Programmes Department, Officer  
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Boguslaw Rutecki Senior Officer of the Historic Site Preservation Unit, Department of Urban Planning

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## Göteborg

### City Planning Authority

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Anders Svensson Planning Architect  
Anna-Johanna Klasander Planning Architect  
Hans Ander Senior Architect  
Maria Lundgren Heritage Officer  
Malin Haggdahl Chief Planner  
Soren Holstrom Heritage Officer

Jan Ake Johansson Manager of Göteborg City's cultural heritage buildings

### Other Organisations

Christer Harling Goteborg Association of Estate Owners  
Magnus Englund, Mikael Nädele and Caroline Losman architects of the Gamlestads Fabriker  
Joakim Muskantor Askungen Forvaltning, owner of Gamlestads Fabriker

## Úbeda

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Mar Ramos Translator  
Julia Fuentes Computer Scientist  
Francisco Ramiro European Projects Officer  
Juan Francisco Cordero Poyatos Municipal Architect  
Juan Rubio Engineer  
Rafeal Lizcano Archaeologist  
Juan Carlos Ramiro Architect  
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Luisa Leiva Deputy Mayor  
Antonio Lindes Commercial Area Coordinator



## Belfast

### **City Council**

Ronald Kane Heritage Officer  
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Siobhan Stevenson Manager of the Culture & Arts Unit  
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Suzanne Wylie Head of Urban Development  
Carolyn Mathers Cultural Tourism Officer  
Andrew Irvine Markets Development Manager

### **Other Organisations**

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Dawson Stelfox Consarc Design Group  
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## Verona

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Constanzo Tovo Director of Planning Department  
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Paolo Zanotto Mayor of Verona  
Roberto Ubaldi City Councillor for urban planning  
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## Newcastle upon Tyne

### **City Council**

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# APPENDIX D – THE SYMPOSIA DECLARATIONS

GÖTEBORG SEPTEMBER 2005



DUBROVNIK SEPTEMBER 2006



VERONA MARCH 2007



INNSBRUCK OCTOBER 2007



**European Symposium**  
15th and 16th September 2005  
Heritage Led Regeneration – Delivering Good Practice

# Göteborg Declaration 2005

1. Over 100 delegates gathered on the 15th and 16th September 2005 in Göteborg from a wide range of European countries to participate in the international symposium 'Heritage Led Regeneration – Delivering Good Practice.'
2. The Symposium was organized jointly by the City of Göteborg City Planning Authority and the European Association of Historic Towns and Regions as the launch symposium for the INHERIT project – a project funded by the European Union under the INTERREG IIIC programme involving the cities of Göteborg, Gdansk, Verona, Newcastle upon Tyne, Belfast and Úbeda.
3. The Symposium brought together decision makers, practitioners, consultants and academics to share their experience of regenerating cities through investing in the city's physical heritage. It focused on : -
  - The significance of heritage for urban regeneration
  - Regional examples of heritage led regeneration
  - Themed workshops exploring: -
    - i. The value of the common heritage
    - ii. Accessibility in the renewal of building environments
    - iii. Whose Heritage? – involving the public in defining Heritage
  - Site visits examining examples of heritage led regeneration in Göteborg

**Following their debates, participants wish to: -**

4. Thank the City of Göteborg & EAHTR for organising the Symposium, the City Council for its welcome and hospitality, and commend the City of Göteborg for its work in investing in heritage, especially the City Planning Authority
5. Celebrate the achievements and central importance of Heritage in defining the identity and character of European cities and in particular to emphasise : -
  - The contribution of heritage to modern day life - 'a city without a past is like a man without a memory'
  - The importance of putting people first and keeping heritage accessible, useful and vital - involving all stakeholders particularly local communities
  - The need for a very broad common definition of heritage - revised and re – interpreted over time
  - The need for joined up thinking and understanding i.e. a holistic approach at all levels of government and between all stakeholders

- The development of clear and realistic visions and strategies to realise objectives
  - The importance of context - understanding the value of heritage and its local identity both in terms of buildings and urban space
  - The importance of recognising accessibility in its broadest sense and to promote thoughtful design that properly reflects all needs
6. Note with concern that the main challenges now facing historic environments are global commercial pressures leading to the potential loss of the city's soul - creating places without identity and the consequent need to find solutions that reflect local circumstances as a matter of urgency
7. Recognise and promote action on the need for:-
- New tools including exploring the potential of culture in an inclusive way / utilising new technology
  - Fiscal incentives at National government level
  - Long term perspectives to maintain momentum
  - An integrated approach including interdisciplinary work
  - Success factors to be identified, including understanding of what exists, partnerships, changing perceptions, quality design and to learn from mistakes – identifying transferable lessons
  - Social, environmental and economic benefits to be quantified and disseminated
  - A clear demonstration of how heritage contributes to EC priority themes in future INTERREG programmes

#### **Recommendations**

- INHERIT takes forward the main conclusions, needs and actions identified at this symposium in developing its detailed work programme and good practice guide
- All delegates and INHERIT partners should take appropriate measures to try to influence the European Commission on the importance and value of heritage particularly the ability of investment in heritage to lever additional resources from the private, public and voluntary particularly through their national governments
- EAHTR should look at ways to develop future programmes within INTERREG e.g. Regional Framework Agreements as a key mechanism for developing future programmes of work related to heritage led regeneration

**September 2005**





## International Symposium

“Cultural Tourism – Economic Benefit or Loss of Identity?”

28 - 29 September 2006

# Dubrovnik Declaration

We, the members of the Culture and Education Committee of the Council of Europe Congress of Local and Regional Authorities and the European Association of Historic Towns and Regions, represented by 120 delegates from 20 European states, meeting in the City of Dubrovnik on the occasion of the International Symposium on “Cultural Heritage – economic benefit or loss of identity?”,

Having regard for Resolution 185 (2004) of the Congress on the promotion of cultural tourism as a factor of development of the regions;

Having regard for the United Nations World Tourism Organisation Global Code of Ethics for Tourism;

Having regard for the ICOMOS International Cultural Tourism Charter;

Recognising the role that the Cultural Routes, initiated by the Council of Europe and now coordinated by the European Institute for Cultural Routes, can provide in connecting people and places, contributing to more interactive cultural tourism;

Welcoming the innovative work being undertaken in this respect by the European Union funded projects EPOCH, INHERIT and PICTURE;

Convinced that cultural tourism has a major role to play in preserving and realising the value of our cultural heritage, which includes not only the physical heritage and landscape, but also the intangible heritage such as languages and religious and culinary traditions;

Convinced that cultural tourism is a determining factor for cultural exchange, for getting to know the other, and for cultural diversity to flourish;

Recognising therefore its contribution to the peaceful affirmation of our different identities;

### **Recommend that:**

An integrated and coordinated approach be adopted at all levels - international, national, regional and local - involving all stakeholders and the local community. Encourage in this respect the development of public-private partnerships to realise the economic potential of cultural resources;

A participative approach be developed whereby local people are actively involved in cultural tourism decision-making, recognising that the unique qualities of historic environments have an importance to local communities over and above their value as tourist destinations;

A respectful approach be pursued, valuing diversity and emphasizing the importance of understanding places in their context, with due regard for local identity, distinctiveness and sense of place, as opposed to focusing on a small number of tourist icons;

A sustainable approach be implemented. Local strategies and actions be developed to avoid threats to local identity and to effectively manage and control tourist capacity;

We are convinced that only a cultural tourism that is based on such an integrated, participative and respectful approach will be able to meet the requirements of a truly sustainable tourism, to preserve our cultures and our built heritage, to provide an effective antidote to the mass tourism that is currently endangering some of our most valuable historic sites.

We undertake to:

Promote sustainable cultural tourism as a crucial part of territorial economic development, to include the development of cultural tourism guidelines for local and regional authorities;

Promote the use by local and regional authorities of tools and methodologies developed to assess the social and economic impact of tourism;

Develop a shared work programme in order to improve the synergies between us in the field of cultural heritage;

Promote cooperation between different organisations in Europe concerned with the protection, enhancement and promotion of the heritage and sustainable cultural tourism;

Continue to use our experience in this field to involve more closely in its work the historic communities of East and South-East Europe;

Continue to work together to use the potential of cultural heritage for better understanding and peaceful cooperation in our member states.

This declaration will be transmitted to the Bureau of the Congress of Local and Regional Authorities.



## European Symposium 1st & 2nd March 2007 Heritage Led Regeneration - Producing Good Practice **Verona Declaration 2007**

8. Delegates from 16 European countries gathered on the 1st and 2nd March 2007 in Verona to participate in the international symposium 'Heritage Led Regeneration – Producing Good Practice'.
9. The Symposium was organized jointly by the City of Verona and the European Association of Historic Towns and Regions as the final symposium for the INHERIT project – a project funded by the European Union under the INTERREG IIIC programme involving the cities of Göteborg, Gdansk, Verona, Newcastle upon Tyne, Belfast and Úbeda.
10. The Symposium brought together politicians, practitioners, consultants and academics to share their experience of regenerating cities through investing in the city's physical heritage. It focused on :
  - Strategic approaches to heritage regeneration with case studies from Verona, Göteborg, Úbeda, Spain, Newcastle upon Tyne, UK, and Belfast, UK
  - The Value of Quality Public Domain with case studies from Úbeda Old Town, Vallgatan area of Göteborg, Scaligeri Palace in Verona, the Western Quayside in Newcastle upon Tyne
  - The Importance of Community Involvement with case studies from The Haga area of Göteborg, and the Byker Wall area of Newcastle upon Tyne
  - Cultural Approaches to local regeneration with case studies from the Laznia Contemporary Arts in Gdansk, Poland and the Cathedral Quarter of Belfast
  - Diversity – New uses for Heritage Buildings with case studies on military buildings in Verona, Fort Grodzisko and the Solidarity road to freedom in Gdansk, the palaces of Úbeda, the Titanic Project, Belfast, Gamlestadens Fabriker in Göteborg and Seven Storeys Grain Warehouse in Newcastle upon Tyne. An interim review of EU regional policy and its implications for heritage led regeneration

Following their debates, participants wish to:

11. Thank the City of Verona & EAHTR for organising the Symposium and thereby giving delegates the opportunity of visiting and experiencing one of the finest historic cities in Europe and congratulate the City Council on its work on heritage led regeneration.
12. Thank the speakers and cities for preparing and presenting the case studies.
13. Confirm that all of the case studies presented offer valuable lessons for other historic cities and should if possible be included in the Good Practice Guide.

14. Reaffirm the importance of heritage as a central feature of regeneration and

In particular the following:

15. Strategic

- EU Regional Policy
- City Plan and leadership
- Sustainability – long term commitment
- Importance of context: design - understanding place –audit
- Good practice: raise aspirations – quality and innovation
- The measurement of benefits

16. Public Domain

- Importance for citizens – opportunities events, social interaction
- Private investment for regeneration - funding of public realm – environmental aspects and less pollution
- Use of quality materials
- Importance of good design
- Transport and accessibility

17. Community Involvement

- Partnership – citizens and business
- Means of addressing social problems/issues
- Consultation and participation – techniques and experience
- Pride of place
- A sense of ownership of heritage

18. Cultural Approaches

- Identify and the importance of identity
- Broadens tourism appeal
- Authenticity
- Indigenous themes
- Introduces activities, adds vitality & viability

19. Diversity – New Uses

- Major challenge for some cities
- Public private partnerships – new governance arrangements
- Specialist skills and training needed
- Large job creation potential
- Spread activities geographically, by season and throughout the day

Recommendation

- INHERIT takes forward the main conclusions identified at this Symposium in producing the good practice guide.



## International Symposium “Heritage and Modernity” Innsbruck, 4 - 5 October 2007

# Innsbruck Declaration

We, the participants of the international symposium on “Heritage and Modernity”, held in Innsbruck on 4-5 October 2007,

- 1 Having regard for the principal Council of Europe reference texts on the revitalization and conservation of the architectural heritage and landscape:
  - the European Charter of Architectural Heritage (1975);
  - the Convention for the Protection of Architectural Heritage of Europe (1985);
  - the European Urban Charter (1992);
  - the European Landscape Convention (2000);
  - the Congress Resolution 98 (2000) on historic towns in Europe;
  - the Final Declaration adopted in Norwich on “Heritage for the future – realising the economic and social potential of a key asset” (2004);
  - the Dubrovnik Declaration on “Cultural Tourism – Economic Benefit or Loss of Identity” (2006);
- 2 Convinced that preserving the historic heritage involves not only the protection of monuments, but also the strengthening of a sense of belonging both to a specific culture and to European culture in general;
- 3 Convinced that preservation of heritage requires the development of adequate concepts and techniques to provide for a sustainable rehabilitation policy of historic sites;
- 4 Convinced that the character of historic buildings can be saved through revitalisation also including economic and/or cultural purposes;
- 5 Conscious of the growing power of economic interests which entail an acceleration of investment in the building sector on an unprecedented scale and which, everywhere in Europe, is exerting an ever-increasing pressure on the handling of the built heritage;

### We recommend:

- a An integrated approach which respects heritage preservation and development at all levels – European, national, regional and local – involving all stakeholders through democratic audits;
- b Increased public-private partnerships be encouraged to realize the full economical potential of cultural resources;
- c Socially-balanced renovation policies be developed to reduce the risk of gentrification in rebuilt areas;
- d Promoting sustainable and binding concepts of heritage conservation;
- e Preserving the human dimension of historic sites, as being an essential part of the quality of the built environment and the quality of life of the inhabitants;
- f Promoting the standards and expertise developed by the Council of Europe regarding the construction of new buildings inside historical areas, avoiding unnecessary destruction and respecting the architectural character and external appearance of the site;
- g Promoting high-quality contemporary architecture that may become the heritage of tomorrow ;
- h Promoting cultural events and activities as part of an overall strategy to enhance an area's vitality and viability;

- i We, the participants of the international symposium on "Heritage and Modernity" in Innsbruck, invite:
- I local authorities to support and develop heritage projects that promote the sustainable development of their communities, in line with the INHERIT guidelines on investing in heritage;
- II the Committee on Culture and Education of the Council of Europe Congress to ensure the follow-up of the ideas and initiatives presented at the symposium;
- III the Committee on Culture and Education to support and put in place a set of good practices and to promote their dissemination across Europe;
- IV local authorities to render their decision-making processes as transparent as possible in order to increase confidence between locally-elected representatives and citizens wherever major works are planned in protected urban areas:
  - by establishing precise and clear consultation procedures;
  - by ensuring that consultative bodies (such as architects' juries, advisory boards for the protection of the city centre and the urban landscape) be composed equally of professional representatives of both heritage and modernity; and,
  - by giving priority to the conclusions of such consultations.
- V local authorities to make use of new information and communication technologies (ICT) to improve interaction between locally-elected representatives and inhabitants, to enable them to take an active part in the project management of the areas concerned.

# APPENDIX E – INVESTIGATION OF EUROPEAN GOOD PRACTICE

The work of INHERIT included the commissioning of external research in order to support the development of good practice advice in terms of an evaluation of other relevant case studies. The aim was to use this work to provide an independent validation of the lessons identified by the partners and where possible to address gaps not fully covered by the partner case studies.

The Queen's University Belfast (QUB) was appointed to carry out this work. A full copy of their report 'An Investigation of Good Practice in Heritage-Led Regeneration' can be read in full on [www.inheritproject.net](http://www.inheritproject.net) and is included on the accompanying DVD available on request from EAHTR.

The QUB report confirms many of the lessons and success factors arising from the case study analysis set out in section 3. This summary focuses on selected conclusions drawn by QUB, based on their research. This relates to the importance of good design, cultural tourism, the contribution of public art, aspects of transport and accessibility, leadership, community involvement and the importance of measuring benefits. It also includes additional case study examples from across Europe to further demonstrate and inform the project's understanding of key lessons and success indicators.

## **The Importance of Good Design**

Good design is an essential requirement of successful urban regeneration. The need for high quality urban design is underlined by the U.K. Commission for Architecture and the Built Environment (CABE), and many others involved in regeneration. However, it should be emphasised that design is not restricted to aesthetics alone, which can often dominate discussions of the urban fabric.

Today, in keeping with the strategic thinking demanded by sustainable development, design embraces not just building design but service design in which the need for large-scale modification of the built environment is not an automatic response to every urban problem. Good design, therefore, recognises that the answer to some urban problems is not always a building or a new physical development. It may be an innovative way of using existing resources to inject new life into urban settings.

CABE, together with English Heritage identifies the "Right Way" for new developments to be integrated within historic environments. (CABE and English Heritage 2001 "Building in Context: New Design in Historic Areas", English Heritage). In their view the right approach is to be found in examining the context for any proposed development in detail and relating the new building to its surroundings through an informed character appraisal. This does not imply that any one architectural approach is, by its nature, more likely to succeed than any other. On the contrary, it means that as soon as the application of a simple formula is attempted a project is likely to fail, whether that formula consists of 'fitting in' or 'contrasting the new with the old'.

A successful project will:-

- Relate well to the geography and history of the place and the lie of the land
- Sit happily in the pattern of existing development and routes through and around it
- Respect important views
- Respect the scale of neighbouring buildings
- Use materials and building methods which are as high in quality as those used in existing buildings
- Create new views and inter-relationships that add to the variety and texture of the setting

Collaboration, mutual respect and a shared commitment to the vision embodied in the project will be needed if the outcome is to be successful. The best buildings arise from a creative dialogue between the planning authorities, the client, the architect and other built environment professionals, and most importantly the general public.

The 'right' approach therefore involves a whole process, from deciding what is needed, through appointing the architect, to early discussions with and eventual approval by the planning authority. It may involve the preparation of a formal planning or development brief for the site in question and will certainly involve discussing the matters usually dealt with in such documents and coming to an agreement.

## Cultural Tourism

Cultural tourism can be described as "the movement of persons to cultural attractions away from their place of residence with the intention of gathering new information and experiences to satisfy their cultural needs" (Richards and Bonnick, 1995).

Tourism itself has long been a central component of the economic, social and cultural shift that has left its imprint on cities around the globe. Increasingly, European cities and urban regions are actively promoting the development of tourism as a means of tackling post-industrial decline and in recognition of the contribution that this industry can potentially make to urban regeneration.

European cities have long been appreciated for their richness of built architectural heritage and historical urban spaces and with the growth in low cost airlines, increased leisure time and demographic factors such as an ageing population – more and more people are choosing to travel to cities as destinations – competing against the more traditional "sun and sea" destinations. As an additional spin off to the economic benefits, which a city can experience in the promotion of tourism, there are also the added advantages of marketing and image improvement and an opportunity for cities to reinvent themselves to new markets.

However there are dangers and risks for cities focusing on cultural tourism development, the key amongst these being:-

- Monofunctional space – where the character and heritage of a city based on diversity of uses becomes compromised and every business and space is given over to tourism activities – visitor oriented cafés, shops, etc
- Increase in land and property prices
- Construction of new unsympathetic visitor infrastructure
- Loss of culture and unique identity
- Resident dissatisfaction

However, investment in cultural tourism activities and facilities is an important factor to consider as a regeneration tool and it has indeed been hailed as a solution to urban growth and a key development factor since new cultural and leisure activities will serve both residents and tourists in search of a "richer and denser life" (Ashworth 2001).

### Good Practice Example: Planning for Cultural Tourism, Syracuse, Italy

Syracuse aims to encourage the coexistence of tourism entrepreneurial activities (such as hosting, entertainment, cultural events, vanguard trade and services, swimming, yachting, etc.) with traditional urban activities (residency, handicraft, traditional commerce and services, social activities, etc.).

The Municipality has developed a series of programmes over the last decade, which includes cultural tourism, and is aimed at integrated local sustainable development. These include:-

- Integrated Area Plan (PIA) for the development of cultural and environmental tourism
- Integrated Territorial Programme (PIT), aimed at identifying and safeguarding historical and cultural resources along with the recovery of the 'local cultural identity' linked to traditions, places, professions, and typical local products
- Territorial Pact, for an integrated development of different business and industrial sectors such as agri food, manufacturing, tourism and enterprise services
- CIP URBAN I, for the integrated revitalisation of the historical centre, focussing on sectors such as cultural tourism, new economic activities (handicraft, advanced services and tourism trade), social activities, security, infrastructures, green spaces and urban mobility
- CIPTERRA, DIAS project, for an integrated spatial planning of cultural and environmental heritage, in partnership with colleagues from Spain and Greece, including the experimentation of interventions for a networked development of eco-cultural tourism



- Programme of Urban Re-qualification for Sustainable Spatial Development (PRUSST), for the integrated development of tourism and connected services, environmental requalification and internationalisation of local economy
- Strategic Integrated Plan for Commercial Systems (PISSC), aimed at identifying and placing value upon the retailing and distribution network within the historical centre and in its neighbouring quarters
- Urban Transformation Company (STU), for the correct safeguarding, requalification and valorisation of the heritage of historical buildings and the managing of specific tools mentioned above such as the Specific Plan for the Historical Centre (PPO), 2 Urban Re-qualification Programmes (PRU), an Intervention Integrated Programme (PII) and several Quarter Agreements
- The Ortigia project Foundation is planning a project for the creation of a “Cultural District” within Syracuse

### **Finance**

The Municipality of Syracuse from 1991 to 2005 has invested a total amount of about €69 million for public works in Ortigia. Private investment in the urban re-qualification plan has amounted to more than €3 million, together with interventions for the improvement, seismic adjustment and restoration of private residences in Ortigia.

The EU through the URBAN project has invested, from 1996 to 2002, an equivalent of about €19 million.

The cathedral in Syracuse must be one of the world's best examples of sustainable architecture. It has been in continuous use since it first opened as a Christian church in the 7th century. This was built on top of the Greek Temple of Athena, which dated from 5th century BC. The Doric columns of the earlier temple can be seen along the side - wall of the present building. During Sicily's turbulent history the building has served as a mosque and a Christian church, even changing the orientation of the main entrance to accommodate the demands of the different religions. It is still in use today, which means it has been a useful building for more than 2000 years. This is a prime example of working heritage, which visitors enjoy and make a point of seeing but which continues to meet the needs of the local community too.

Source & Links: Del Corpo et al 2006. [www.picture-project.com](http://www.picture-project.com)

### **Public Art**

In several cases, cities have invested in public art as an integral part of public realm projects. In some cases, often when the budget is smaller, cities have invested in public art rather than in large-scale developments or iconic buildings.

#### **Good Practice Example: Public Art, Dundee, UK**

In Dundee, public art is seen as an art form whose domain is predominantly the streets, buildings and spaces to which the public has access and can experience. It can be temporary or permanent installations, a static work or live performance. It can reflect any number of themes and utilise a vast array of materials, art techniques, traditional crafts, and high or low technology skills in its production. It ranges from traditional crafts to contemporary artworks. It can be a pure artistic statement or decorative and functional. It also embraces processes, which emphasises the importance of involving stakeholders, and or the immediate community.



The centre of Dundee has been transformed in recent years, winning numerous awards for Best Practice in Regeneration. A policy to encourage local artists and public art has resulted in innovative public realm, which resonates in Dundee's heritage of "Jam, Jute and Journalism". The most recent additions to the city centre have been the popular bronze statues of Desperate Dan and Minnie the Minx from the Dandy and Beano comics, published by DC Thompson in the city.

Such innovation in public art linked closely to the city's cultural heritage has added vibrancy and identity to this revitalised Scottish city. It has helped stimulate economic development in Dundee by supporting the marketing of the city's cultural identity to companies and organisations considering inward investment and encouraged street activity and associated business use in public art enhanced areas.

Dundee has also found that the investment in public art has contributed to the local economy by creating greater employment opportunities for artists and fabricators of artworks and by utilising local resources, skills and materials.

Source and Links: Façade Heritage Scheme  
<http://www.scotland.gov.uk/Publications/2003/09/18263/27005>

## Transport & Accessibility

Transport and accessibility issues are key aspects to securing sustainable urban regeneration and their integration may pose unique problems in historic towns and cities. Few historic cities are capable of easily accommodating the volume of traffic associated with thriving urban centres. In general, good practice in providing mobility suggests integrated transportation systems. Such systems support multi-modal travel around, across and between urban centres and include traditional rail and road networks as well as more recent innovations such as light rail, electric trams and bicycle hire systems. Each city presents a unique set of possibilities and problems.

In many historic centres, the existing networks of squares, streets and alleyways may restrict the potential for improving the transport system. The street pattern may be an essential part of the town's heritage. The options for development and improvement of accessibility are limited. Intervention may still be possible, but requires imagination and conviction. The Spanish city of Toledo and the Belgian city of Bruges, both World Heritage Cities, provide recent examples of how to improve accessibility without necessarily compromising the historic fabric.

### Good Practice Example: Improving Accessibility in a Historic City, Toledo, Spain

The World Heritage City of Toledo, located in Castilla La Mancha in Spain has a population of 60,000 inhabitants and is dominated by an historic centre of more than 100 hectares. To help relieve traffic congestion, an escalator system has been introduced to link a covered parking space for 400 cars at the bottom of the hill to the old city. The result is a startling modern intervention into the historic landscape – which is sculpted into the hillside and allows people unimpeded views across the surrounding countryside.



The new set of escalators to the north of the city link low-level car parks to the city's narrow, winding streets. Rather than create a mainly functional service for tourists wishing to visit Toledo the city has used this opportunity to introduce a daring, modernistic design that serves as a foil to the existing medieval building fabric.

The escalators and their enclosure are a triumph of contemporary architectural design, which accentuates rather than detracts from the beauty of Toledo. It demonstrates how courageous and inventive design can enhance a heritage setting.

It is estimated that over one million tourists visit Toledo each year because of its unique urban heritage – however they contribute little to the city's economy as most come on day trips from Madrid. The historic centre however faced several problems in terms of urban development: -

- Almost exclusively dependant on tourism
- Large numbers of day visitors
- Access problems
- Vehicle congestion
- Lack of infrastructure
- Loss of local residents.

In order to address these problems the City Council prepared a Special Plan to regenerate the historic centre. This plan details many different actions under the headings; housing, public installations, infrastructure and open spaces. The most interesting and ambitious of these actions however has been the installation of the escalators to gain access to the historic centre from the rest of the city. Monitoring has shown that they are used not only by visitors but also by people coming to work in the historic centre from other parts of the city. The total cost of the project was €9 million with annual maintenance costs estimated at €120,000 per year.

### Lessons Learned

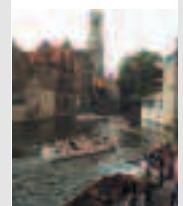
- Importance of such an infrastructure project not being carried out in isolation but that other complimentary actions also take place i.e. the decision to prioritise pedestrian traffic rather than vehicular traffic – other pedestrian routes were also planned in conjunction with the escalators, construction of internal parking, and reorganisation of supply areas.
- There is a consensus amongst citizens and experts as to the sensitivity of the project both in terms of its

architecture and in how the project respects its surroundings – meritng several national and international awards. The lesson to be learned from this is that people may be more amenable to change and to accepting such a modern intervention as an escalator within a historic environment if the quality is high and the design sensitive to its context.

Source & Links: COST C8 case study. Available from:  
[www.cardiff.ac.uk/archi/programmes/cost8/case/transport/escalators.html](http://www.cardiff.ac.uk/archi/programmes/cost8/case/transport/escalators.html)

### Good Practice Example: Traffic Management in Bruges, Belgium

Bruges lies in the province of West Flanders in Northern Belgium. It used to be a wealthy merchant's town but fell from heaven in the 18th century when the river that was allowing direct access to the sea became sanded up. It was rediscovered in the 20th century and became a tourist attraction due to the high state of conservation of most buildings, the traditional architecture, the numerous bridges crossing the varied canals and the medieval atmosphere.



Recently, Bruges had to face many of the problems of mature tourist towns, such as overcrowding, congestion, conflicts of use, commercial "crowding out," and changes in the use of public spaces as well as in town planning. Therefore, a systematic study of tourism demand, supply and product was carried out in order to gather information to improve benefits and diminish negative impacts. One of the main results of that study led to the establishment of a traffic plan that tends to divert all traffic through a ring road and makes it impossible to drive through the centre. Only one fixed route allows traffic to come close to it at 30km per hour.

Coaches bringing visitors who don't stay overnight have no access at all to the centre and have to unload in special parking places around the ring. Day visitors can reach the centre by foot or by public transportation. All buses have been replaced by minibuses that are more manoeuvrable and produce less noise and pollution, the frequency of buses has increased and more suburbs are directly connected to the city centre. The use of bicycles has been encouraged, all bikers have access to the centre and the number of parking areas for bicycles rises steadily.

Source & Links <http://www.brugge.be/internet/en/index.htm>  
UNESCO technical report 20: The Impact of Tourism and Visitors Flow Management

### City Plan & Leadership

One of the key findings arising from the UK government Select Committee report in 2004 was the importance of strong leadership. It identified the following key pointers towards good governance, necessary if successful regeneration is to be achieved: -

- Strong leadership by local authorities with the appropriate skills
- Clear guidance and commitment from public agencies at a national and regional level
- An easily understood flexible regulatory framework which encourages creativity and allows new uses for redundant historic buildings
- Adequate and easily accessible funds to support commercial schemes, which are at the margins of viability

The difficulty in delivering heritage led regeneration at the municipality or local authority level for cities is the lack of a multi disciplinary approach and lack of appropriate skills to deal with the complexity of issues involved. At the local level in many European cities, there are often a multitude of agencies and bodies responsible for the protection, conservation, ownership and management of historic buildings and their surrounding spaces. Buildings cannot be seen in isolation and must form part of the wider local environment, which however requires co-ordination, consultation and partnership working. There is also a lack of resources at the local level to instigate the necessary investment needed in the historic environment. This is where creative partnership arrangements and public private investment opportunities need to be explored.

## **Good Practice Example: Regeneration of the Historic Castle area, Lisbon, Portugal.**

This case study considers the comprehensive regeneration of an historic neighbourhood located adjacent to a key national heritage asset of the city of Lisbon.

The parish of "Santa Cruz do Castelo" is situated very close to the centre of Lisbon and is enclosed by the first ring of city walls and defined by monumental ruins of different former castle buildings together with its adjacent residential district. This historic neighbourhood is characterised by small low-rise houses and despite its proximity to the city centre, topographical obstacles and poor public transport links mean that the area is very inaccessible, meaning that despite the area's rich built heritage it is not maximising its attraction to tourists.

This residential parish has experienced ongoing economic decline and social isolation of its residents since the middle of the 20th century. Successive generations of families have lived there with a limited income and low social status. With regard to qualifications and education, 10.9% of the resident population was illiterate and 41.9% only finished elementary school.

### **Central and Local Government Leadership**

This area was first identified by the Portuguese government as a target for regeneration in the 1970's and 1980's and various proposals and schemes were discussed - however the real motivator became the EXPO'98 recognising that the areas surrounding some of Lisbon's key tourist attractions required extensive environmental, economic and social regeneration. A joint action plan by Central and Local Government was developed and implemented aimed at the rebirth of the Castle area and establishing a strengthened link between the castle parish and surrounding urban areas creating a "socio-cultural ring", situated around the walled part of the city. The ring would include revitalised commercial premises as well as cultural and academic institutions nearby.

The main goal in the residential part of the parish, was to provide basic but adequate housing and living conditions (e.g. providing bathrooms and kitchens) but avoiding any profound changes that would damage the character and heritage of the residential area. The hope was to encourage more young people to move to this old part of the city. The Plan also included the provision of multifunctional spaces for the neighbourhood and resurfacing of existing streets and squares.

To encourage economic growth the "Rua de Santa Cruz", one of the main arteries, became the focus of planned retail trade and restaurants, mainly aimed at the tourist, walking across and heading for the revitalised main square.

### **Finance**

Although EXPO'98 may have been the catalyst for the regeneration action, the Portuguese central government and Lisbon City Council showed strong joint leadership in the scheme by focusing major national funding and putting creative finance packages in place in order to help ensure its physical and socio economic regeneration. For example: -

- PROCOM (community fund for revitalising commerce in urban areas), bearing costs of the improvement and renovation work on commercial premises, equipment and vocational training
- 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 DETURISMO (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 a 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 CEPSA sponsored the preparation of the architectural projects). The City Council established special conditions to make it easier for the owners to pay back the loans within 10 years



- 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 refurbished by the municipality can only be vacated 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

### **Conclusions**

This case study shows how strong government leadership can identify key areas in need of regeneration and ensure that the necessary financial tools are made available. The advantage of this centralised approach is the “overall” approach to the regeneration of this historic neighborhood, looking not just at comprehensive refurbishment of housing but how to encourage economic trading, create new public spaces and encourage pedestrian flows with resulting benefits for not only local residents and businesses but also becoming attractive to tourists.

Source & Links: [www.ensure.org](http://www.ensure.org)

### **Community Involvement**

Over the past ten years, participation and empowerment related actions have moved from the margins into the mainstream. Community involvement is seen as a way to ensure greater and sustainable outcomes from area based regeneration initiatives. Furthermore, the need to guarantee greater co-operation within and between different key institutional actors has become an integral part of such interventions. The greater the distance between decision-making processes and the people they are meant to serve, the greater the risk that such developments will fail to achieve their objectives. Many other reasons support the need for participation and empowerment - maximising the social and economic impacts, building capacity in terms of ongoing impact after pump-priming cash finishes and of course re-invigorating local democracy. However, achieving effective and sustainable participation and empowerment is not easy. It requires the creation of quality partnership space and time for as many of the relevant stakeholders as possible - institutions, community, etc. - from every sector and every walk of life to come together and negotiate with each other.

### **Good Practice Example: Family Friendly Regeneration in Prenzlauer Berg, Berlin, Germany.**

Prenzlauer Berg is a neighbourhood in the former East Berlin, which has undergone many demographic changes over the past 50 years. Before the fall of the Wall the area was inhabited by a combination of artists and students, as well as more traditional working class families who had lived in the area for many years. Prenzlauer Berg is one of the most heavily built-up areas in Berlin. Since the reunification of Berlin the area has become increasingly gentrified, with many couples with young children entering the neighbourhood. The architecture and zoning structure dating from the late 19th century provided little space for facilities for children and young people and green spaces and playgrounds were scarce. This best practice case study highlights how this historic urban form was retained and respected, whilst regenerating the whole neighbourhood to allow it to accommodate the changing needs and demands of young families, thus attracting more people into the inner city district. As in the rest of Berlin, the birth rate in Prenzlauer Berg had been declining dramatically until recently. However in recent years this trend has been reversed and birth rates in Prenzlauer Berg have been higher than anywhere else in the city.



### **Kolle 37**

The original concept for Kolle 37 came from the performance artists, teachers, and community activists who used to tour the neighbourhood with a “spielwagen,” a portable playground that was used to engage children of all ages. Eventually the founders of the spielwagen decided they needed something more permanent, secured public funding, and opened Kolle 37 – which now serves a diverse group of children who come from many different backgrounds. Its function as a space where the community can learn

together is more important now than ever. Most importantly, although Kolle 37 is a relatively small space, it functions as part of a larger park 'complex,' connected via a lively street filled with sidewalk cafes to the neighbourhood's central square and open air market just a block away. It is these connections that turn this family square from an isolated park into part of a bustling network of public spaces and street life in the heart of the neighbourhood.

The community and child friendly renewal of this historical part was based on three elements: -

1. Community identification: It was recognized that only if there was an active community interest could such a project be developed and sustained for the long term. The regeneration plans took the following steps to ensure fully integrated public involvement:
  - Firstly it took into account residents' needs
  - Secondly it continues with their involvement in implementation
  - Thirdly the schemes rely on community participation to make sure that public spaces are used and controlled, and to enable their long-term cost effective maintenance.
2. A network of public spaces and facilities for children and young people: The scarce public open spaces were developed in such a way that what they lacked in quantity made up for by high quality planning and implementation. Adaptive re-use of buildings has created new and original facilities that suit the wishes and needs of children and young people.
3. The role of the redevelopment commissioner: In Prenzlauer Berg the city government of Berlin appointed the S.T.E.R.N. Company of Careful Urban Renewal as Redevelopment Commissioner to take charge of organising and implementing the full urban renewal process.

## Conclusions

Around fifty green spaces, playgrounds and facilities for children and young people have now been created. Prenzlauer Berg is the only inner-city area in Germany to record rising birth rates, suggesting that this approach to socio-economic regeneration is working. Families are returning to the neighbourhood, which is recognised as good practice and award winning approach to urban renewal within this historic neighbourhood of Berlin.

The European Council of Spatial Planners awarded the project its Urban and Neighbourhood Management Award in 2004 noting "The project is an excellent example of good governance, showing that the planning profession can contribute effectively to structural, spatial and social improvement. The planning method employed was particularly useful in eliciting rapid responses. The approach turned shortcomings in space into a high quality sustainable social environment"

Source & Links: European Council of Spatial Planners <http://www.ceu-ectp.org>

## Measuring Benefits

Heritage Led Regeneration must embrace the sentiment carried in English Heritage's 2002 "Power of Place" document which made the strong argument for the historic environment not to be confined or considered as part of the past but to be recognised as being all around us.

As such heritage encompasses everyday experiences of streets, buildings, parks, gardens, places of worship, offices, transport, schools, shops and homes just as much as a visit to an historic residence. In realising this fact the benefits of heritage and its regeneration will be immense to society. However, the difficulty is in providing measures for these benefits – in order to convince governments of its need for investment. Consideration of the economic impact of the tourism sector is perhaps a starting point for demonstrating measurable benefits. For example Tourism in the UK provides 2.1 million jobs. According to Visit Britain, total expenditure on tourism related activities in 2002 was €99 billion. Historic visitor attractions contribute significantly to these figures – in 2002, Visit Britain estimated that they generated €442 million in visitor spend alone (Visit Britain: Visits to Visitor Attractions, 2003, London).

A study of the direct economic effect of the heritage sector in Wales estimated that spending on the historic environment in the broadest sense, taking into account multiplier effects, is worth nearly €1040 million and is

responsible for more than 22,500 full time jobs (Hill & Sullivan 2002: Appreciating assets – estimating the economic value of the historic environment in Wales, Welsh Economic Review, Volume 14).

“Heritage Dividend” research by English Heritage investigated the impact of regeneration grants in conservation areas (English Heritage: State of the Historic Environment Report 2002). This demonstrates the additional investment, jobs and floorspace that grants for conservation work have generated. For example, it shows that on average every €14,000 of heritage investment brings an additional €64,000 of funding from other sources, and that this investment delivers one new job, one safeguarded job, one improved home, 103 square meters of environmental improvement, and 41 square meters of improved commercial floorspace (Cowell: Why Heritage Counts – Researching the Historic Environment, Cultural Trends, Volume 13).

Caution however needs to be adopted however in looking at measuring economic benefits as often the research is based upon “snapshots” in time rather than on a time series or long term analysis. There may also be a danger of “double counting” statistics and the emphasis on data relating solely to economics and forgetting the social and cultural benefits which are much more difficult to quantify and measure (Cowell: Why Heritage Counts – Researching the Historic Environment, Cultural Trends, Volume 13).

Social benefits of the value of investing in heritage are therefore much harder to measure and present convincing arguments i.e. what value might be brought to the sense of community and well being, educational opportunities and overall “quality of life”. For example 98% of people interviewed by MORI in 2002 recognised heritage as a vital means of teaching children about the past. Cowell (2004) emphasises that education often comes top of the list of the public’s stated properties for heritage investment (Visit Britain: Visits to Visitor Attractions, 2003, London).

Recent research by English Heritage revealed that despite disparities between different social groups, there was a general recognition that investment in heritage was of benefit to the community at large (Cowell: Why Heritage Counts – Researching the Historic Environment, Cultural Trends, Volume 13). This research surveyed a broad cross section of the public to establish patterns of participation in heritage, its meaning to people and the barriers preventing greater access 86% of respondents agreed that “the heritage in my area is worth saving”. The same survey revealed that 75% agreed that “restoring older buildings plays a vital role in reviving neighbourhoods”.

In order to make convincing arguments as to the need for Investing in Heritage to be prioritised by cities, the benefits must be clear and measurable; social (for example, population and age change etc), economic (for example, trends and changes in jobs, businesses, premises and workforce skills etc) and environmental (for example, numbers of historic buildings brought back into use, increases in public spaces etc).

One of the more difficult angles to provide demonstrable measurements is that of “qualitative impacts” of heritage led regeneration – social (levels of civic pride), economic (attitudes and perception of business community), environmental (overall perceptions of improvements).

In 2004, Dublin City Council in association with the Irish Heritage Council, commissioned a study, which looked at the regeneration and reuse of 5 historic buildings from an economic, environmental and cultural perspective. It compared the results of reusing each building with those estimated on the basis of replacing it with a new building on the same site.

The economic review examines the case-study buildings and compares the cost of demolition and rebuilding with the cost of retaining and re-using the buildings.

The environmental review analyses the environmental impact and whole life cost of each case-study building. It details the differences and similarities between the existing buildings and their hypothetical replacements.

The cultural review establishes the aesthetic, amenity and heritage values of the existing buildings and compares these values with the replacement buildings.

Main Conclusions of Study



The many organisations and interests which constitute the construction industry should be made aware that re-using buildings is a viable alternative to demolition and new construction, with additional environmental and cultural benefits that translate to more profitable buildings in the long term.

- In the five case studies used hypothetical new build scenarios were compared with actual refurbishment projects in relation to building costs, environmental analysis and whole life costs. In general, the conclusions illustrate the advantages, both economic and environmental, of re-using and extending the lifespan of the building stock.
- The case studies show that constructing new buildings on brown-field sites is more expensive than retaining and re-using existing buildings except in situations where the extent of building repair and refurbishment required is extremely high. As the repair costs decrease, the re-use option becomes progressively more economic to a point where reduced costs of as much as 50% can be achieved.
- This study has shown that the re-use of buildings has greater value for the environment and cost savings over the future life of the buildings. Existing buildings can also have greater aesthetic and heritage values.

Source & Links: Dublin City Council (2004) "Built to Last: The Sustainable Reuse of Buildings"

### Key Conclusions and Transferable Lessons

In order to achieve the aims of Heritage Led Regeneration, there are various conclusions and directions which can be taken from existing good practice and literature. It is difficult to make general statements as each city, community, local authority structure and available funding tools will be unique. However, based upon the examples provided in this report, the key conclusions and transferable lessons are: -

- Strong civic leadership is needed developing a vision for the future that inspires people and encourages them to get involved through creative participative processes. There needs to be a clear guidance and commitment from public agencies at a national and regional level
- Adequate and easily accessible funds to support schemes which are at the margins of viability and easily understood regulatory framework
- Schemes must endeavour to ensure effective community participation to involve all those stakeholders with an interest in the area. English Heritage describe this as "a respect for local residents and businesses -who have often fought hard to stop an area declining; ensuring they are included in a regeneration partnership means the project starts with community commitment". Early discussions between the community, the local authority and other interested parties – ensuring that options can be discussed and designs modified at an early stage, before too much has been committed
- Understand the history and culture of the city, the people and the spaces to be regenerated – it is the unique culture which gives the city and its people identity and a sense of belonging. This sense of identity should be included in visual landscapes, streets, spaces, buildings. Ensure that what is valued by people in their memories and experiences are kept
- The regeneration space and its buildings should also be fully recorded and progress closely followed and displayed publicly in order to foster ownership of schemes
- Achieve the right pace of regeneration – English Heritage point out that regeneration that happens too quickly can harm the fabric and the community, while that which happens too slowly fails to create the momentum, commitment and enthusiasm needed to make a scheme a success
- The highest quality design and materials must form part of any regeneration process – which respect local culture and traditional skills in an area. Furthermore design should incorporate the latest energy efficiency standards.

# APPENDIX F – NATIONAL AND EU REGIONAL POLICY

The work of INHERIT also included the commissioning of external research by Queen's University Belfast (QUB) to assess the effectiveness of EU regional policy.

The QUB report 'The Effectiveness of EU Regional Policy in Delivering Heritage Led Regeneration' examines the national heritage policies and agencies in the partner countries of the UK, Sweden, Poland, Spain and Italy in order to provide a context for both the case studies set out in section 3 and an examination of the effectiveness of EU regional policy. It reviews EU regional policy, the Lisbon Strategy and the Gothenburg Agenda, the Objectives of the Structural Funds 2007 to 2013 and the regional policies applicable to the INHERIT partner cities.

This summary focuses on the conclusions drawn by QUB based on their research.

## National Heritage Policies and Agencies

### United Kingdom

Sustainable development seeks to deliver the objective of achieving, now and in the future, economic development to secure higher living standards while protecting and enhancing the environment. The most commonly used definition is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987). The UK Government is committed to the principles of sustainable development set out in Sustainable Development: The UK Strategy (1994). This Strategy recognises the important role of the planning system in regulating the development and use of land in the public interest. A sustainable planning framework should: -

- Provide for the nation's needs for commercial and industrial development, food production, minerals extraction, new homes and other buildings, while respecting environmental objectives
- Use already developed areas in the most efficient way, while making them more attractive places in which to live and work
- Conserve both the cultural heritage and natural resources (including wildlife, landscape, water, soil and air quality) taking particular care to safeguard designations of national and international importance, and
- Shape new development patterns in a way, which minimises the need to travel

The Government's Planning Policy Guidance Notes set out the policy framework within which local planning authorities are required to draw up their development plans and take decisions on individual applications to secure these objectives. Urban regeneration and re-use of previously developed land are important supporting objectives for creating a more sustainable pattern of development. The Government is committed to: -

- Concentrating development for uses which generate a large number of trips in places well-served by public transport, especially town centres, rather than in out-of-centre locations, and
- Preferring the development of land within urban areas, particularly on previously-developed sites, provided that this creates or maintains a good living environment, before considering the development of green field sites

The Department for Culture, Media and Sport is the central UK government department responsible for government policy on the arts, sport and recreation, the National Lottery, libraries, museums and galleries, export licensing of cultural goods, broadcasting, film, press freedom and regulation, the built heritage, the royal estate and tourism. The Secretary of State for Culture, Media and Sport is responsible for the scheduling of ancient monuments, determining applications for scheduled monument consent and listing buildings of special architectural or historic interest in respect of England only. The Secretary of State also has the responsibility within Government for liaising with UNESCO on matters relating to the UK's World Heritage Sites. The National Assembly in Wales and the Scottish Ministers in Scotland are responsible for the arts, libraries, museums and galleries, the built heritage and sport.

In England, the Department of the Environment, Transport and the Regions is responsible for, amongst other areas, land-use planning. The policy objective is to create a fair and efficient land-use planning system that represents regional

differences and promotes development, which is of a high quality and sustainable. Cultural Heritage is addressed through Local and Regional Development plans and through the planning system. In Wales, such matters fall to the National Assembly for Wales and in Scotland, the Scottish Executive Development Department is responsible for land-use planning.

English Heritage is the government's statutory advisor on all matters concerning the conservation of England's historic built environment and the largest source of non-Lottery grant funding for historic buildings and ancient monuments, conservation areas, archaeology, cathedrals and churches. It is also responsible for the maintenance, repair and presentation of over 400 properties in public ownership or guardianship.

Cadw (Welsh for 'to keep'): Welsh Historic Monuments is an executive agency within the National Assembly for Wales and deals with the protection, conservation and promotion of the built heritage of Wales. It discharges the Assembly's statutory responsibilities relating to ancient monuments, historic buildings and conservation areas and also advises the Assembly on all policy issues relating to the built heritage.

Historic Scotland is an Executive Agency of the Scottish Executive. It is responsible to Scottish Ministers and discharges their functions in relation to the built heritage, that is ancient monuments and archaeological sites and landscapes, historic buildings, conservation areas, historic parks and gardens and designed landscapes. Its mission statement is "to safeguard the nation's built heritage and promote its understanding and enjoyment". Its main aims are to protect Scotland's built heritage for the benefit of present and future generations - including through scheduling, listing and the respective consents procedures, and the maintenance, conservation and presentation of properties in the care of Scottish Ministers. Historic Scotland combines policy and operational responsibilities for the built heritage, and works in partnership with the full range of Scottish private and public organisations whose remit touches the built and rural environments. Historic Scotland also sponsors the Royal Commission on the Ancient and Historical Monuments of Scotland.

The Environment and Heritage Service in Northern Ireland, an agency within the Department of the Environment, aims 'to protect and conserve the natural and built environment and to promote its appreciation for the benefit of present and future generations'. The Built Heritage directorate of the Environment and Heritage Service records, protects, and conserves historic monuments and buildings.

## Sweden

Sustainable development is the overall objective of the Government's policy. Four strategic challenges have priority in the revised national strategy for sustainable development: building sustainable communities, encouraging good health on equal terms, meeting the demographic challenge, and encouraging sustainable growth.

"Strategic Challenges - a Further Elaboration of the Swedish Strategy for Sustainable Development" is an elaboration of the national strategy from 2004. The strategy covers all three dimensions of sustainable development: economic, social and environmental. The strategy derives from a long-term vision of sustainable development. It also deals with the international sustainable development effort, including UN initiatives and the EU's strategy in the area. The revised strategy also presents a series of indicators for sustainable development, including 12 headline indicators.

At the national level in Sweden there is no physical plan for development of the territory. The state, through various National Boards and Agencies, prepares policy statements and planning guidelines, which provide a base and general guidelines for the preparation of plans on regional and municipal levels.

The Swedish Central Government takes all decisions collectively with the Ministry of the Environment preparing decisions on environmental policy matters. However all ministries have responsibilities for environmental consequences in their fields. The ministries are comparatively small and policies and programmes are implemented by government agencies with the help of regional offices in the county administrative boards. Implementation of environmental policies is coordinated by some of the central environmental agencies, but all agencies are responsible for environmental impacts in their fields. Municipalities have broad responsibility for the enforcement of environmental regulations at local level.

The Ministry of the Environment is responsible for environmental quality objectives, climate change, water, chemicals policy, environmental legislation, and nature conservation including biological diversity, planning and energy. The Ministry has several divisions, which take care of ongoing work, including preparation of Government decisions and divisions for Sustainable Development, Environmental Quality and Natural Resources. The implementation of decisions is generally entrusted to the agencies reporting to the Ministry.

The Swedish Environmental Protection Agency is a co-ordinator and promoter of environmental work, nationally,

within the EU and internationally. The agency is responsible for producing and disseminating information in the field of the environment; it drafts proposals for objectives, strategies of measures and policy levers in environmental policy and implements environmental policy decisions. Its task is also to follow up and evaluate the environmental situation and work being undertaken on the environment, to be used as a basis for the continued development of environmental policy. One of the 16 national environmental quality objectives adopted by the government addresses the built environment directly; it aims at "a good built environment".

The Ministry of Culture is responsible for two policy areas: cultural policy and media policy. It also bears responsibility for sports issues, religious communities, and burial and cremation services. The Ministry is responsible for a number of government agencies, foundations, associations and companies. These agencies handle the day-to-day work of the government administration. The Government decides the objectives, guidelines and distribution of resources for their operations through appropriations and appropriation directives. However, the Government does not control their application of laws or their decisions on specific matters.

The National Heritage Board, which serves as Sweden's central administrative agency in the area of heritage and the historic environment, is under the auspices of the Ministry of Culture and responsible for heritage and historic environment issues. The Cabinet's objectives for the Board include encouraging: -

- Preservation and protection of the historic environment
- Respect for the heritages of different groups
- Appreciation of, commitment to, and the assumption of responsibility for one's own heritage

The Board works closely with national agencies and organizations, as well as county administrative boards, regional museums and other local groups. The joint effort gathers and disseminates information about heritage and the historic environment, develops new working methods, and identifies innovative ways of exploring the relationship between human beings, their surroundings and society at large.

The National Board of Housing, Building and Planning is the central government authority for planning, the management of land and water resources, urban development, building and housing under the Ministry of the Environment. The Board monitors the function of the legislative system under the Planning and Building Act and related legislation and proposes regulatory changes if necessary. To ensure effective implementation the Board also provides information to those engaged in planning, housing, construction and building inspection activities. In the field of planning and urban development the Board is responsible for ensuring that ecological, economic, cultural and social aspects are taken into account in planning. The focus of planning is increasingly turning to regional development and sustainable urban development by introducing new planning methods. In the field of building the Board is responsible for developing design and building regulations and other regulative measures for construction, e.g. for certification of persons, Swedish type approval and CE-marking as well as implementation measures concerning EC directives. The Board supports the development of cost and energy efficient, healthy and sustainable buildings as well as accessible public spaces.

## Poland

The Development of the National Strategy for the Development of Culture in 2004-2013 was a unique and unprecedented undertaking. The presentation of the diagnosis as well as needs and possibilities of financing culture was held in the context of Poland's recent accession to the European Union, which means mobilising new opportunities of financing culture-related projects provided for in the objectives, tasks and budgets of the operational programmes implemented in Poland in 2004-2006.

The aim of the document is to identify all the possible actions in order to multiply the spending on culture, with the application of good examples, principles binding at the application of structural funds of the European Union, and certain other Community programmes aimed at the development of culture. The National Programmes for Culture (NPC) identifies actions to be performed within the implementation of the Strategy so that assumed objectives will be achieved. Within the overall the Strategy, the following NPC's have been proposed: -

- The promotion of reading and development of the book sector
- The protection of monuments and national heritage the objectives of which are to improve the conditions and the accessibility of historic monuments
- The development of artistic institutions to reinforce competitiveness

- To create conditions for the development for artistic institutions
- The comprehensive development of contemporary art and to increase its popularity
- To reinforce artistic education

At the regional level, the protection of cultural heritage is expressed in terms of an overall strategy which seeks to cultivate Polish identity and the development and formulation of national, citizen and cultural awareness of inhabitants plus the enhancement of cultural and natural environment values with special regard to future generations and formation and the enhancement of spatial order. More and more attention is being drawn to the connections between cultural heritage and tourism. This trend is clearly linked with the Polish accession to the EU.

The Ministry of Culture and National Heritage has primary responsibility for the cultural property of the country. The Minister of Culture and National Heritage appoints an Inspector General of Monuments who acts as an Undersecretary of State in the Minister's office. There are two Departments in the Ministry that deal with cultural heritage protection - the Department of Protection of Historical Monuments and The Department of National Heritage.

The Department of Cultural Strategy and its European Funds Department deals with the co-ordination of the tasks related to the implementation of the National Strategy of Cultural Development for the years 2004-2020 and national cultural programmes.

The Department of Protection of Historical Monuments has authority over all monuments within the country. The principal tasks of this department are: -

- Executing and coordinating tasks resulting from government policy on monument protection
- Drawing up, coordinating and controlling the National Historic Monuments Conservation Programme
- Supervising the operations of the Provincial branches of Historic Monuments Conservation Services
- Issuing permits and certificates for export of cultural property
- Acting as the Minister's expert opinion service, and
- Organizing and coordinating tasks connected with national property security with the police, public prosecutor's office, customs administration, border guards and fire brigades

The Board for Protection of Monuments is a consultative body of about 20 specialists - mainly University Professors of Architecture, Art History and Conservation – appointed by the Minister of Culture to offer him expert advice on particular issues of the protection of monuments.

The Minister of Culture may also establish special organizational units for the protection of monuments and there are three such "centres": -

- The National Centre for Historical Monuments Studies and Documentation that manages the Central Register of Cultural Property
- The Centre of Art Collections Protection is a specialist institution whose main objective is a help for museums, libraries and archives in protection of cultural properties against crime and fire, and
- The Archaeological Heritage Preservation Centre performs a range of tasks relating to the preservation of the archaeological heritage, the impact of different kind of developments on the archaeological heritage, educational programmes in the field of the preservation of archaeological heritage, an integrated system of information and documentation and protection of archaeological heritage sites by their examination, scientific description and publication.

## Spain

At national level, the Ministry of Culture is the responsible agent for managing the research, conservation and promotion of Spanish Cultural Heritage. The actions of the Ministry of Culture revolve around three central themes - the acknowledgement of cultural diversity, the strengthening of cooperation and the consideration of culture as a tool for economic development and social cohesion.

The Office of the Spanish Cultural Heritage Institute is responsible for the drafting and executing plans for the conservation and restoration of Spanish Historical Heritage; studying updated methods and techniques for the restoration and conservation of this heritage; technical archiving and handling and dissemination of the documentation available on that heritage and on the projects; carrying out operations and works in each specific case; disseminating and exchanging with international bodies; training technicians who serve the purposes of the Institute, and proposing agreements with other public Administrations and public or private entities for the conservation of the Heritage.

The Office for the Protection of Cultural Heritage is responsible for applying Historical Heritage protection legislation.

The Spanish Cultural Heritage Assets Classification, Valuation and Export Board is a professional consultative body assigned to the General Department of Fine Arts and Cultural Assets responsible for reviewing asset export, import and acquisition applications.

The Spanish Cultural Heritage Council is a collaboration body between the Central and the Autonomous Community Administrations and it is responsible for facilitating the communication and exchange of action programmes and information related to Spanish Historical Heritage. They provide information on protected assets in Spain, the types, definitions and levels of protection for their declaration and access to the Personal Property and Real Estate databases and on cultural heritage conservation and restoration.

The conservation and restoration of Historical Heritage, research in this field and archiving and dissemination of the documentation available on the heritage are the responsibility of the Office of the Spanish Historical Heritage Institute.

## **Italy**

Heritage has always been at the core of Italy's cultural policy. A new Heritage and Landscape Codex was adopted by the Government in 2004. This monumental Code is made up of 184 Articles and it attempts to be all embracing, by regulating in a detailed way all the functions pertaining to the heritage, archives and libraries - protection, enhancement, and managing, national and international circulation of cultural goods, etc and to the landscape as well.

The issues currently being debated and dealing with the management and the protection of such a huge heritage, are the reallocation of responsibilities among levels of government, the recently introduced and subsequently enlarged possibility for governments to sell part of the publicly owned built heritage to cover public deficits and public-private partnerships in the management of museums and historical properties.

The Italian State is not only responsible for the strategic task involved in the protection of the country's extremely rich and multi-layered heritage, but has direct responsibility for the management of a huge number of national heritage institutions, including 270 museums, 225 monuments, 351 archaeological sites, 71 libraries and 168 archives.

The Ministry of Culture is directly responsible for protection of the country's cultural and environmental heritage. It is divided into 4 central departments dealing with archives and libraries, research, sport and performing arts and cultural and landscape goods. Within the Ministry, the Department of Cultural and Landscape Goods is directly involved in heritage issues and is also divided into 4 General Directions dealing with archaeological goods, architecture and landscape goods, historical, artistic and demo-anthropologic heritage and modern architecture and art.

At regional level the Ministry is working with the Regional Directions for cultural and landscape assets and local "Soprintendenze", a branch each Regional Directions working as an agency with the main tasks of authorising restoration works to scheduled monuments and building of special interest.

Regarding enhancement and promoting of cultural heritage, regions and local bodies are directly involved in the management and can set up partnerships with public and private bodies, in accordance with the constitutional Law 3/2001, which has devolved to the regions the enhancement issues.

The Department of Research is also involved in heritage strategies and the following research institutes, known at international level, are branches of the department.

The Italian Institute for Restoration's main tasks are: -

- To carry out systematic investigations according to the influence of the various environmental factors, natural or accidental, that exercise a process of deterioration; also on the means to prevent and inhibit the effects
- To carry out the necessary investigations for the formulation of rules and of the relative specific techniques of restoration of conservation interventions

- To render scientific and technical advice to the peripheral bodies of the Ministry and of the Regions
- To provide the teaching of restoration, particularly to the scientific and technical staff of Administration and of updating courses to the same state administrative staff and to the regional administration should they require this
- To carry out particularly complex restoration interventions or those corresponding to research necessities or to research aims or to didactic aims.

The Ministry of Environment is responsible in general for environmental quality objectives, climate change, water, chemicals policy. Environmental quality in city centres, recovery of surrounding areas and the sustainable growth of cities, themes linked to Agenda 21 policies, are managed by Ministry of Environment.

The Ministry of Infrastructure and Transport is responsible in general for transport policy, urban and Infrastructure plans. One of its Department's "Sviluppo Del Territorio" carries out, in the framework of INTERREG and URBAN programmes projects to develop new solutions to economic, social and environmental challenges.

The National Research Council (CNR) is a public organisation, whose duty is to carry out, promote, spread, transfer and improve research activities in the main sectors of knowledge growth and of its applications for the scientific, technological, economic and social development of the country. The activities of this organisation are divided into macro areas of interdisciplinary scientific and technological research, concerning several sectors e.g. biotechnology, medicine, materials, environment and land, information and communications, advanced systems of production, judicial and socio-economic sciences, classical studies and arts. The fields related to heritage are the responsibility of the Department of Cultural Identity and Cultural Heritage.

## **EU Regional Policy Cities, Regeneration and EU Policy**

The INHERIT project is primarily concerned with cities and in trying to ensure their physical and social regeneration by utilising their existing historical, architectural, cultural and social resources. As the majority of EU citizens live within cities, the EU states that the Structural Funds have had the largest impact to date on cities and their residents. In recent years, cities have moved to the top of the EU political agenda.

An important part of the work of INHERIT has therefore involved an assessment of the effectiveness of EU regional policy, both in the recent past period 2000 to 2006 and in the current period of 2007 to 2013. During each study visit, partners described the current EU regional policies of their cities and the extent to which they had an impact on the delivery of heritage led regeneration projects locally.

In addition, Queen's University Belfast assessed the effectiveness of EU regional policy in delivering heritage led regeneration projects in each partner city for the periods 2000 to 2006 and their potential in 2007 to 2013.

## **The European Union**

The European Union comprises 27 Member States which form a community and internal market of 493 million citizens. At the same time, however, there are great economic and social disparities among these countries and their 268 regions. One region in four has a GDP (Gross Domestic Product) per inhabitant under 75% of the average of the European Union of 27.

The aim of European regional policy, also known as cohesion policy, is to even out differences between the regions of Europe. Within the EU, resources for regional policy initiatives are distributed on an annual basis. The initiatives are administered through the EU's structural funds and the cohesion fund. In the light of the recent expansion there is a need to reform European regional policy. The idea is to create potential so that the regions can fully contribute to achieving greater growth and competitiveness and, at the same time, to exchange ideas and best practices. The great challenge is to create the conditions for improved growth and sustainable development with a view to achieving the goals set up in the Lisbon Strategy and the Gothenburg Agenda.

## **The Lisbon Strategy 2000 and the Gothenburg Agenda 2001**

The Lisbon Strategy has the objective to make Europe the most competitive and dynamic knowledge based economic area of the world by 2010. The aim is that this growth should be combined with more and better jobs and greater social cohesion. Cities must be the focus of this growth and their contribution must be emphasised – they are the focus of economic opportunity for the future. The strategy is characterised by three pillars: -

- **An economic pillar** preparing the ground for the transition to a competitive, dynamic, knowledge-based economy. Emphasis is placed on the need to adapt constantly to changes in the information society and to boost research and development.
- **A social pillar** designed to modernise the European social model by investing in human resources and combating social exclusion. The Member States are expected to invest in education and training, and to conduct an active policy for employment, making it easier to move to a knowledge economy.
- **An environmental pillar**, which was added at the Gothenburg European Council meeting in June 2001, draws attention to the fact that economic growth must be decoupled from the use of natural resources. This included combating climate change, ensuring sustainable transport, addressing threats to public health and managing natural resources more responsibly.

## EU Structural Funds 2007 to 2013

The EU states that its objective in this period is to fully include this integrated approach towards urban development and regeneration into the future programmes for the 2007-13 periods. In this generation of Structural Fund programmes, there will be an explicit recognition of the opportunities and of the problems or threats which are to be found in our cities. Therefore, programmes, actions and projects should not be carried out in isolation, as often happened in the past.

The Commission's third report on economic and social cohesion was presented on 18 February 2004, and on 14 July 2004 the Commission adopted its proposals for the new structural funds regulations for the period 2007 - 2013. In the same period, cohesion policy will benefit from 35.7% of the total EU budget or 347.41 billion euros (current prices) equivalent to an increase by 33% compared with the present budget.

The Commission has introduced a simplification of the cohesion policy structure by proposing a concentration of all support on three objectives (convergence and competitiveness, regional competitiveness and employment, and European territorial cooperation) and on three funds (the European Regional Development Fund, the European Social Fund and the Cohesion Fund).

The division of funds by objective is as follows: -

- 81.5% for Convergence
- 16.0% for Regional Competitiveness and Employment
- 2.5% for European Territorial Cooperation

The Commission proceeds by giving indicative annual sums per Member State depending notably on the following criteria: eligible population, national wealth, regional wealth and unemployment rate. Each Member State then decides on the specific details of how the resources will be divided up among the regions by taking into account the geographical eligibility.

### The Convergence Objective

This objective aims to promote growth-enhancing conditions and factors leading to real convergence for the least-developed Member States and regions. In EU-27, this objective concerns – within 17 Member States – 84 regions with a total population of 54 million, and per capita GDP at less than 75 % of the Community average, and – on a “phasing-out” basis – another 16 regions with a total of 16.4 million inhabitants and a GDP only slightly above the threshold, due to the statistical effect of the larger EU. The amount available under the Convergence objective is EUR 282.8 billion, representing 81.5 % of the total. It is split as follows: EUR 199.3 billion for the Convergence regions, while EUR 14 billion are reserved for the “phasing-out” regions, and EUR 69.5 billion for the Cohesion Fund, the latter applying to 15 Member States. The eligible INHERIT cities are Ubeda and Gdansk.

### The Regional Competitiveness and Employment Objective

This objective is aimed at strengthening competitiveness and attractiveness, as well as employment, firstly through development programmes which will help regions to anticipate and promote economic change through innovation and the promotion of the knowledge society, entrepreneurship, the protection of the environment, and the improvement of their accessibility. Secondly, more and better jobs will be supported by adapting the workforce and by investing in human resources. A total of 168 regions will be eligible, representing 314 million inhabitants. Within these, 13 regions which are home to a total of 19 million inhabitants represent “phasing-in” areas and are subject to special

financial allocations due to their former status as "Objective 1" regions. The amount of EUR 55 billion – of which EUR 11.4 billion is for the "phasing-in" regions – represents just below 16% of the total allocation. Regions in 19 Member States are concerned with this objective. The former programmes Urban II and Equal are integrated into the Convergence and Regional Competitiveness and Employment objectives. None of the INHERIT cities are eligible for this objective.

## **European Territorial Co-operation Objective**

This aims to strengthen cross-border co-operation through joint local and regional initiatives, trans-national co-operation aiming at integrated territorial development, and interregional co-operation and exchange of experience. The population living in cross-border areas amounts to 181.7 million (37.5 % of the total EU population), whereas all EU regions and citizens are covered by one of the existing 13 transnational co-operation areas. EUR 8.7 billion (2.5 % of the total) available for this objective is split as follows: EUR 6.44 billion for cross-border; EUR 1.83 billion for transnational and EUR 445 million for inter-regional co-operation. This objective is based on the experience drawn from the former INTERREG cross border Community Initiative. The INHERIT cities eligible for this objective are Belfast, Göteborg and Gdansk.

## **New Funding Instruments for Heritage Led Regeneration**

### **JASPERS**

"Joint Assistance in Supporting Projects in European Regions" is a new technical assistance partnership between the Commission, the European Investment Bank and the European Bank for Reconstruction and Development. It will be placed at the disposal of the Member States to assist with the preparation of large projects which will be supported by the Cohesion Fund and the ERDF. This reflects the wide experience of the EIB and the EBRD in large project preparation, notably in the transport and environmental sectors. The combined efforts of the three institutions are intended to support the successful implementation of cohesion policy in the programming period 2007-2013 by greatly increasing the resources available for project preparation. The main objective of JASPERS is to assist the Member States in the complex task of preparing quality projects so that they can be approved more quickly for EU support by the services of the Commission. This will include support for developing projects based on mature public-private partnership arrangements. JASPERS will provide comprehensive assistance for all stages of the project cycle from the initial identification of a project through to the Commission decision to grant assistance.

### **JEREMIE**

In order to improve access to finance for business development, a new initiative has been established in partnership with the European Investment Fund (EIF). The initiative, Joint European Resources for Micro to Medium Enterprises – JEREMIE- began work in 2006 with an evaluation of the gaps in the provision of financial engineering products in Member States and regions such as venture capital funds, loans and guarantees.

### **JESSICA**

Work has begun on JESSICA (Joint European Support for Sustainable Investment in City Areas) as a framework for enhanced cooperation between the Commission and the EIB, the CEB (Council of Europe Development Bank) and other International Financial Institutions (IFIs) on financial engineering for sustainable urban development. Its objective is to provide the authorities with a ready-made solution to the complex task of financing projects for urban renewal and development through the use of revolving funds. JESSICA is being put in place in a partnership between the Commission, the European Investment Bank and the Council of Europe Development Bank.

## The EU Regional Policy Status of the INHERIT Partner Cities

City	Region	EU policy Status
Gdansk Göteborg	Pomorskie Västsverige	Objective 1 Objective 2
Úbeda	Andalucia	Objective 1
Belfast	Northern Ireland	Objective 2
Verona	Veneto	Objective 2
Newcastle	North East England	Objective 2

In Gdansk, Structural Funds are currently being used to upgrade the water and sewerage networks as well as improving and developing the existing road system, public transport and modernising the port infrastructure. In Göteborg, there has been virtually no use of EU funds in the heritage regeneration of the city in the period 2000-2006. However, the current period 2007-2013 may provide opportunities for Göteborg to access EU funds under the Regional Competitiveness and Employment objective. Úbeda has secured substantial EU Social and Structural Funds to implement heritage projects, with matched funds from regional and state sources. Belfast formerly had Objective 1 status, under a special EU Peace Dividend provision but the current regional status is as set out above. Verona has only become eligible for Objective 2 from 2007 but the city did access ESF funding for vocational training programmes during the 2000-2006 period. Newcastle has secured EU funding for business development, skills training, etc.

There is thus a significant difference between those partners in Objective 1 areas i.e. Gdansk, Úbeda and Belfast, where funds were available for basic infrastructure and to implement projects, which had economic, physical and social benefits. In the Objective 2 areas of Göteborg, Newcastle and Verona, the funding of heritage regeneration projects has had to rely heavily on private sector capital funding, with EU regional funding limited to business development and workforce training.

## Conclusions

Heritage Led Regeneration is not explicitly identified in EU Regional Policy, therefore it is vital that the links and relevancy to existing priorities are made clear. Urban regeneration, sustainable development and social well being issues however do form a fundamental part of EU Regional Policy – meeting all policy priority areas. The potential problem is where the topic becomes linked with heritage or culture, as these issues are not clearly prioritised within regional policy and subsequent structural funding. However, culture and heritage does have a fundamental importance to Europe, its regions and its residents – especially in urban areas.

This report provides an overview of how heritage led regeneration meets the aims and priorities of EU regional funds, yet despite this fact, few of the INHERIT partner cities have been able to successfully benefit from them. The QUB report highlights the complicated arrangements of national bodies and plethora of policies responsible for delivery and implementation of the EU regional policy. As such, the experience of the INHERIT cities with EU policy has been mixed with, as might be expected the more positive experiences happening in the Objective 1 cities.

Under the new measures and priorities for the period 2007 – 2013, it is vital that heritage cities influence their governments and regions to ensure that heritage led regeneration issues are fully integrated into their own National Framework programmes. In this context, the following conclusions should be reiterated by cities, regions and member states in order to ensure that the benefits of heritage led regeneration schemes are fully realised: -

- Heritage led regeneration contributes to a higher quality environment improving regional attractiveness, which is a location factor for investment
- Heritage led regeneration through conservation and preservation of the built heritage, involves very labour intensive activities, which contribute significantly to employment and quality of life
- Heritage led regeneration can stimulate investment in renewable energy and the reuse of buildings
- Heritage led regeneration contributes to the strength of identity of a region and its people making it more attractive to visitors

- People want to live in cities with a distinct identity and a high quality built environment, where the environmental quality is a long-term investment
- Heritage led regeneration schemes which refurbish historic areas of cities and reuse buildings often result in ideal locations for small business start ups thus helping support SME's
- Cities must be empowered and their capacity for action increased, not only in relation to jobs but also in relation to the built environment
- Urban development is a complex and long term process, requiring an integrated approach, including a long-term vision
- People want to live in cities with a distinct identity and a high quality built environment, where the environmental quality is a long-term investment.

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# APPENDIX H – THE BENEFITS OF HERITAGE LED REGENERATION

## The Identification of the Overall Indicators

The outcomes of heritage led regeneration can be broadly categorised as economic, social and cultural or environmental. These outcomes can be either positive or negative and may be both quantitative and qualitative. There is a vast literature on such indicators and this analysis has, of necessity, been selective but draws upon the independent evaluation reports of the Grainger Town project jointly done by the Universities of Durham and Northumbria.

### The Quantitative Aspects

In quantitative terms, the social and cultural aspects of heritage led regeneration can be defined and measured as set out in the table below-

Social and Cultural Indicators	Quantitative Measures
Population Age Structure Socio-Economic Community and Promotional Events	Trends and changes in total number of residents Trends and changes by all age groups Trends and changes by socio-economic groups The number and type of events, such as heritage open days and the number of participants

As a measure of the social aspects of heritage led regeneration, changes of population, age structure and socio-economic groups could be either increases or decreases. Depending upon the local circumstances of an area of a town or city before or after regeneration, these changes could either be positive or negative. For example, in an area of overcrowded housing, a decrease of total population could be regarded as a positive outcome. On the other hand, where there has been long-term decline of population, an increasing population after regeneration would be regarded as a positive outcome. Similar judgements also need to be applied in interpreting changes of age structure and socio-economic class to assess the benefits of regeneration schemes. For example, the process of gentrification, whereby the indigenous population is displaced through higher property prices has been identified as a problem in several towns and cities that have been regenerated. As regards community and promotional events, increasing numbers could be interpreted as a sign of increased levels of pride and interest in an area.

Much of past and current EU regional policy has been targeted on economic differences between regions across Europe and on reducing these gaps through a variety of measures. So far as the current phase of Structural Funds for the period 2007 to 2013 is concerned, priority has been given to the less favoured regions. With regard to heritage led regeneration, the quantitative economic aspects can be defined and measured by the indicators set out in the table below-

Economic Indicators	Quantitative Measures
Jobs Businesses Premises Workforce Skills Training Courses Promotion Investment Tourism	Trends and changes in total number of jobs Trends and changes in types of businesses Amounts of new floorspace created Trend and changes in skills Number, type and attendance at courses Amount of activity and the outcomes Amount and types attracted to area Visitor numbers and spend

For most of the above items, except tourism, positive values relating to before and after assessments of regeneration would be accepted as positive benefits. Depending upon local circumstances changes of visitor numbers before and after regeneration could be either positive or negative. In an area already popular with visitors, regeneration that attracts even more visitors causing congestion, etc would be considered a negative outcome. Conversely, in an area with low visitor numbers, heritage led regeneration that leads to an increase would be beneficial in terms of new jobs, visitor spending, new developments to cater for visitors, etc.

Environmental considerations are and will continue to be an important aspect of EU regional policy, both generally and specifically with regard to particular areas. In quantitative terms, the environmental indicators of heritage led regeneration can be defined and measured as set out in the table below-

Environmental Indicators	Quantitative Measures
Historic Buildings Houses New Uses Key Sites Public Realm Traffic Vacant Land & Buildings	Number and areas of buildings conserved/restored/improved Number of new dwellings created Types of uses generated in the area Number and area of sites improved Number and types of improvements Volumes, flows and measure to manage traffic Amounts of vacant floorspace and areas of land

As with the economic indicators, positive values relating to most of the above items would be regarded as indicating the benefits of heritage led regeneration. The exception is traffic, where growth will have negative impacts on heritage in terms of fumes, severance, noise, land taken for road improvements, car parks, etc. The desire for mixed uses in regeneration schemes such as bars near residential uses can also lead to negative impacts, the consequences of which would need to be addressed.

## The Qualitative Aspects

As regards the qualitative aspects of heritage led regeneration, which are really all about perceived quality of life, these can be defined in the following terms, in relation to each category of indicator-

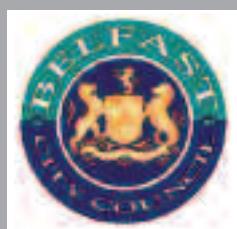
- **Social & Cultural** – the levels of pride and community spirit amongst residents
- **Economic** – the attitudes and perceptions of the area's businesses
- **Environmental** – the overall perception that the area has improved.

The sources of these types of information are many and varied e.g. they could include feedback from local politicians, letters sent to the council and local press, issues discussed by the local media, discussions with business leaders, views expressed at public meetings, feedback from community leaders, etc. Other relevant qualitative data would include local, national and EU prizes awarded in connection with local heritage regeneration activities. In addition, such qualitative information could be gathered in a more proactive and structured way through local perception studies and surveys.

## The Strategic Importance of Benefit Realisation Data

In any municipality that undertakes heritage led regeneration, politicians will expect targets to be set and outputs to be monitored periodically by staff in order to assess the success of specific projects.

One very good example of this process is the Grainger Town project in Newcastle upon Tyne. The description of this case study in section 3 shows both the targets set for and the actual outcomes for specific indicators such as jobs created, number training weeks, new businesses, areas of improved floorspace, number of new dwellings, number of buildings improved and the amounts of both private and public investment in the project.



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