# Hist.Urban

## Integrated Revitalisation of Historic Towns to Promote a Polycentric and Sustainable Development

# Transnational Manual

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# Integrated and Implementation-oriented Revitalisation Approaches for Historic Towns

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### List of abbreviations

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| CADSES | Central European Adriatic Danubian South-Eastern European Space |
| ESDP | European Spatial Development Perspective |
| ESPON | European Spatial Planning Observation Network |
| R&D | Research and development |
| SMESTO | Small and medium-sized towns |
| TAEU | Territorial Agenda towards more competitive and sustainable Europe of diverse regions |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |

# 1   Introduction

The present Transnational Manual stands at the end of a long chain of intensive exchanges between 19 partners from 9 European countries about current issues of the revitalisation of historic small and medium-sized towns in Europe[1]. This exchange of knowledge and experiences took place in the context of the INTERREG III B project "Hist.Urban: Integrated revitalisation of historic towns to promote a sustainable urban development". In the course of this,

- ▶ given procedures, approaches, methods, results but also needs and objectives of a more strongly integrated and cross-departmental approach towards the process of revitalisation were identified and discussed;
- ▶ integrated and application-oriented approaches to and instruments of revitalisation were developed which interconnect urban planning and architectural heritage protection and link them to other departments. In the participating cities, these approaches were then implemented in an examplary way;
- ▶ local stakeholders of importance for the implementation of urban renewal measures were activated. Particularly private stakeholders were mobilised in order to generate more investment into the stock of historic cities and to supervise this investment in the sense of an urban revitalisation which focuses on the city centre.

In the course of the project, from 2006 to 2008, 19 project partners from the CADSES network area, among them city administrations, research institutes for spatial and social sciences, regional bodies and other, semi-public and private partners, participated in five conferences and summer academies, to name but two of the forums of exchange. They had intense discussions about the challenges of demographic development and present structural change for the built-cultural heritage. They also discussed the specific potential of historic structures for sustainable housing development in a regional context.

As the first result of this collaboration, the "Hist.Urban Base-line Study" was presented in 2007. It sums up differentiated as well as comparable conditions, challenges and approaches under which processes of revitalisation are currently realised in the different European countries. At this point it already became clear to what extent the historic small and medium-sized towns are becoming active in order to master these tasks and which kind of positive effects these efforts can have.



Based on this intermediate paper, the present Transnational Manual was then written. It is a collaboration between the Leibniz Institute for Regional Development and Structural Planning (IRS) and the Centre for Regional Studies/Hungarian Academy of Science (CRS). The insights from their two-year long scientific cooperation with the project Hist.Urban were conjointly analysed and edited. As the result of its involvement with the Hist.Urban project, the Salzburg Research Forschungsgesellschaft m.b.H. has contributed an article on cultural tourism (cf. chapter 5.1.2).

**Objectives**

The "Transnational Manual on integrated and implementation-oriented revitalisation approaches for historic towns" represents the main result of the Hist.Urban project[2]. It explains the significance of redevelopment and preservation processes of built-cultural heritage in the cities' development. It also illustrates the ways in which approaches to revitalisation in historic small and medium-sized towns are already happening in an integrated way. In conclusion, the Manual demonstrates which strategies and instruments

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[1] The small and medium-sized towns within the Hist.Urban project range between 15,000-250,000 inhabitants, located outside metropolitan areas.

[2] Further main outputs are enclosed on the CD and can be found on the Hist.Urban homepage: www.histurban.net

are successfully implemented under which conditions. The Transnational Manual aims to

- ▶ offer the project partners an orientation guide for the further organisation of preservation and revitalisation processes in their cities. At the same time it wants to give ideas for a successful implementation on the ground;
- ▶ open up the insights gained in the course of the exchange with the public which had started in the context of Hist.Urban. The other aim is to transfer these insights and to advocate a strengthening of this international perspective;
- ▶ deduce recommendations with which the local decision-makers in politics and administration, as well as other interested people, can see the integrated processes of revitalisation in their cities as an important factor for development and can consequently support them in an effective way.

In this context, the Transnational Manual is a contribution to the pursuit of a sustainable development in Europe's regions which is based on the stock of their historic small and medium-sized towns as the connecting cultural element; which recognises their built-cultural values as potential for an economically dynamic, socially balanced and ecologically future-proof development, and which preserves and uses this potential.

**Methods and structure**

Based on the Hist.Urban Base-line Study, the conclusions of the present Transnational Manual are based on the following methods:

- ▶ The research and editing of relevant literature and the analysis of documents from urban development policy.
- ▶ The use of dialogue and discussion with the project partners in the course of the project to gather information about individual experiences, conditions, problems and outcomes of local approaches to revitalisation in the participating cities. Especially fruitful were the discussions and results of the three Hist.Urban working groups (WG) which represented an important basis for the thematic structuring of the fields of research: WG 1 "Planning and Management", WG 2 "Socio-economic Revitalisation" and WG 3 "Urbanistic/Ecological Revitalisation".
- ▶ A series of interviews with selected project partners on current topics of local revitalisation processes and about specific experiences with

positive and negative implications, conditions and approaches to revitalisation.

- ▶ The development and evaluation of a questionnaire on the specific conditions of individual countries and on the local significance of present-day fields of action of revitalisation in historic small and medium-sized towns.
- ▶ Further case-studies by selected partners and projects as the basis for an exemplary presentation in the context of the present Transnational Manual.

The presentation of research results in the Transnational Manual has the following structure:

**Chapter 2** "The revitalisation of historic small and medium-sized towns" first of all sums up the significance and characteristics of historic small and medium-sized towns in order to then illustrate the term "revitalisation" further and to create the common understanding which has been the basis of collaboration in the Hist.Urban project.

**Chapter 3** "The situation of and challenges for historic small and medium-sized towns" outlines the present situation of historic small and medium-sized towns under the conditions of a Europe-wide structural change and deduces the most important challenges faced today by cities revitalising their built-cultural heritage.

**Chapter 4** "The integrated approach to revitalisation" is based on the project partners' experiences and offers a summarised account of the necessities, contents and characteristics of integrated approaches to revitalisation which are already being used or planned in many European cities.

**Chapter 5** "Topics, fields of actions and good examples of revitalisation" presents overall topics and fields of actions which presently determine processes of revitalisation in the historic small and medium-sized towns of the CADSES network area. The chapter illustrates these with the help of selected good examples from individual historic cities. Referring to the Hist.Urban Declaration, a thematic structuring into three main topics is undertaken:

**5.1** "Emphasising the development of vital historic towns centres"

**5.2** "Combining the protection of built-cultural heritage with modern urban life"

**5.3** "Continuous, process-oriented and integrated approach of revitalisation".

On this basis, the individual fields of action and case studies highlight the relevant contexts, outline the local challenges and approaches and describe details relevant for practical implementation. The three main topics are concluded by practical recommendations primarily for local decision-makers. They move the experiences of the project partners onto a transnational level.

**Chapter 6** "Summary" concludes the Transnational Manual. It sums up the insights gained by mutual exchange in the course of the Hist.Urban project once more and places them into a larger context.

# 2   Revitalisation of small and medium-sized historic towns

Towns determine the structure of European settlements. They represent the immediate environment of almost 80% of Europe's population. European cities may differ in size and shape but the majority share a history that is several hundred years old. Today, however, not all cities still have architectural and built-cultural evidence of this development – the fast socio-economic development of the 20th century as well as the destruction caused by wars has depleted the built-cultural heritage in many places or eliminated it altogether.

This circumstance demonstrates what makes another group of cities especially significant: **Small and medium-sized towns with a rich and cohesive stock of still existing historic buildings and structures from all centuries**.

Historic small and medium-sized towns have always been the economic, social and cultural centres of their regions. Irrespective of all the difficulties that are sometimes the result of the challenges of the present structural change (cf. chapter 3), these cities up to now have that potential which enables them to act in many aspects as the points of anchorage for a balanced spatial development:

As **economic centres** which constantly renew themselves with strong capacities and capabilities, strong abilities to concentrate and cooperate, with high-quality material and immaterial infrastructure, with a diverse labour market and specific productive, social and human capital.

As **social and cultural** centres which guarantee social justice, equal opportunities and protection from social discrimination; they offer possibilities for free personal development and they enable people to live together on a democratic basis and with responsibility towards the community; they have a unique cultural diversity and innovative and creative catalysts that reach well beyond the cities' borders.

As **ecological centres** which fulfil the criteria of sustainability because of their durability and which offer good preconditions for the further decrease of the use of land and resources as well as for a mobility that is environment-friendly.

For the regions of Europe the historic small and medium-sized towns therefore open up new chances for a future-oriented development within the context of the present structural change. Especially their persistent elements are gaining more and more significance in a world that is marked by accelerated economic and social change, the populations' growing mobility as well as increased rationalisation and global division of labour. On the basis of this, the unique features of a place, the integrating power of common cultural points of reference and traditions not only gain more significance in the sense of a location advantage in the competition between cities and regions, but also particularly in their local social-cultural impact and thereby finally in their impact on civil society.

Historic cities not only fulfil the existential needs of their inhabitants and users. They also reflect the built-spatial development of highly complex socio-economic systems in their building stock, their streets and places. As historical evidence they can create standards and categories for the evaluation of the present. As bearers of cultural tradition they also fulfil emotional tasks.

In its principles and aims the international "Charter for the Conservation of Historic Towns and Urban Areas", this was resolved by the VIII. ICOMOS general conference in Washington, declares essential statements about the **values of historic cities which are at the same time important for their further development**. The central point here is the "historic character" which is embodied by a series of material and immaterial elements, particularly by:

▶ the design of a city as defined by its land lots and road network;
▶ the relation between buildings, green spaces and undeveloped areas;
▶ internal and external design of buildings as determined by structure and style, scale and volume, construction and materials, colours and decor;
▶ the relationship between the city or the urban area and the natural environment and the environment that has been created by humans;
▶ the different functions that the city or the urban area had taken over in the course time.

**The term "revitalisation"**

The term "revitalisation" already reflects those two perspectives that determine the realm of activity of sustainable urban development in historic cities: On the one hand this is a reference to the past and a reconstruction respectively maintenance of that which has been passed on, embodied by the suffix "re-". On the other hand, the root "vital" defines the present as level of reference by alluding to those kinds of functions and usage which are necessary for a dynamic and future-oriented urban organism today.

The "revitalisation of historic cities" is a dynamic strategic concept of maintenance and renewal in so far as it encompasses urban design and structure as well as development, modification and change of all areas of life.



Parallel to the citizens' increasing appreciation of old town centres as areas of life that are attractive and create identity, the notion of preservation in urban development and urban planning from the 1960s to the present has developed into an independent field of action of the different urban development policies in Europe.

The 1964 "Charter of Venice" created an important basis for revitalisation as guiding principle in international urban development. Also the "European Charter of the Architectural Heritage" by the Council of Europe in 1975 reflects the new widening of the focus of preservation from objects to areas, structures and spaces. It also explicitly includes into the European architectural heritage the "ensembles which our old cities and villages form in their naturally grown and designed environment"[3]. With the previously mentioned "Charter of Washington", historic cities and urban areas were for the first time becoming the focus of attention and it was demanded that such areas are to be protected as

universal witnesses to historical and cultural processes, to be preserved and adapted harmoniously to present-day life.[4] This adaptation which moves between the poles of preservation and renewal makes up the key aspect of the process of revitalisation.

Revitalisation of historic cities is about the further creative development of a city's monument, the indispensable values of which thereby should be passed on and its identity preserved.[5] Passing on hereby means no longer only the mere conservation of buildings with regards to a historically determined status but the further structural development of an entire city through the continuing addition of current architectural elements. On the level of contents, the conservatorial aspect expands beyond the outstanding individual monument at the same time. The value of a historic city thereby also especially includes that structural and urban typology which is the result of the shape and size of the respective city's layout, the urbanistic characteristics of the streets and places as well as of the significant individual buildings.

The preservation of the given urban and structural context therefore is one of the most important priorities, particularly with regard to a future replacement of already objectionable buildings or buildings considered to be unworthy of preservation. This means that the further built-spatial development of a city happens through a sensible and up-to-date exchange of buildings and structures on the basis of the respective typical city layout and its spatial outline in a specific urban area.

The objective is a process of inner urban development which intends to preserve and carefully renew the historic city centres and inner city areas. The strategic task is to preserve historic



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3  Europarat (1996a), p. 106.

4  ICOMOS (1996), p. 182.
5  Kiesow, G. (1996), p. 14.

urban areas, to which individual buildings and structures that are not listed may also belong, in the interest of the common good as an ensemble and to revitalise them without deforming structural changes. However, this does not mean the conservation of a historically set condition or the reconstruction of historic urban "city scapes". Advised is the supervision of a continuing developmental process of the city and not a city's "reinvention". The basis for action of such a supervision which aims at the city's persistence are essentially the following main points:

▶ The professional determination of different potentials for the reanimation and further development of historic city centres or city structures, their precise recording; furthermore an exact and binding formulation of objectives on what is considered to be worthy of protection in the more concrete, urban context.

▶ The extensive application of the given municipal instruments and regulations.

▶ Active, extensive political dialogue, building political consensus and social communication within a municipal policy which is responsible in built-cultural matters and acts sustainably.



This enumeration already shows that the revitalisation of historic small and medium-sized towns touches on many sectoral areas of responsibility, for example socio-economic, urban and structural, or that it is related to the preservation of historic monuments which act in very different forms and in very different combinations.

# 3 Situation and challenges for small and medium-sized historic towns

## 3.1 Characteristics and interests arising from the historic role and scale of small and medium-sized historic towns

The evolution and emergence of small and mediums-sized towns (SMESTO) was a product and also an engine of the socio-economic development in Europe. Urged by different factors and gaining strength through performing different functions, e.g. ancient transportation centres, medieval market towns, merchant cities, centres of political power, industrial cities or centres of recreation, they came into being in various historical eras. They all have in common through their history – to a varying degree – the current socio-economic life and spatial structure.

The common architectural and cultural heritage of these European historic cities has its uniqueness even by global standards. Continually adjusting to changing internal and external circumstances, though with varying success, these historic cities have survived in a manner that they have not destroyed the defining components of their structure; as a result their evolvement constitutes part of the 'historical continuum' of European cities. Both immaterial and material elements intermediate historical and cultural information. The former includes way of life, urban identity and forms of society and economic systems. The latter includes natural and cultural landscape, the city's layout as a historical document, the building stock (structure, views, etc.), urban spaces and ensembles (streets, squares, parks and quarters) and individual buildings. These material elements of historic cities represent a sustainable form of settlement scheme in their stability that reflects their adaptability, ensuring their development. Overall, the rich and multi-layered cultural heritage accumulated in European historic towns has been re-evaluated as an asset that should be re-used and re-developed.

Though economic, social and culturally diverse, historic SMESTOs play a role in the European settlement system which is defined by their urban functions and scale. They:

▶ organise and provide e.g. economic, educational, healthcare and cultural services as well as jobs for the hinterland, thereby

▶ counterbalancing the increasing power of metropolitan areas and

▶ contributing to European urban networks as basis for a balanced spatial structure.

In addition to acknowledged regional diversity which is strengthened by the preservation of the urban cultural heritage, EU policies (especially ESDP, TAEU and Leipzig Charter) support the establishment of a balanced territorial organisation based on a polycentric urban structure. A shared interest in preserving the cultural heritage as well as the development and maintenance of a balanced (polycentric) spatial structure urge SMESTOs, which are also becoming each other's competitors through globalisation, to work in co-operation and exchange information and knowledge. In order to implement successful urban development policies for an integrated revitalisation, they have to resolve several problems and challenges that arise expressly from their historic characteristics.



## 3.2 Urbanistic problems and challenges

Historic SMESTOs face several *key urbanistic problems* as particularly historic buildings, urban ensembles and even entire urban quarters are endangered through the loss of their original functions, under-utilisation or dereliction. This poses a social problem as well. The underlying reasons for the mentioned problem are absence of demand, lack of experience, absence of sensitivity to cultural values, the fading identity of urban communities and − especially in the post-socialist region − the management of revitalisa-

tion under diverse ownership. Further, there are no appropriate rules governing the protection of a large number of listed buildings in historic centres in some places. In others stringent regulations make the need of prospective users for even minor changes difficult to satisfy and hinder the adaptation of the cultural heritage to today's needs. Also the historical architecture, building structure (e.g. small/fragmented spaces) and infrastructure and the absence of open space make the viability of large-scale projects (shopping, recreational, cultural centres etc.) questionable in historic centres for which there is both investor and consumer demand.

Given the above problems the most *general challenge* for the revitalisation of historic SMESTOs is matching the built-cultural heritage to the needs of contemporary society and modern urban life.



## 3.3 Environmental problems and challenges

Although the *environmental problems* (ranging from air pollution in neighbouring settlements to global climate change) also pose a threat, the majority of these problems are generated locally. Some are directly linked − in part or as a whole − to the characteristics of historic SMESTOs:

▶ Noise and air pollution in a number of towns (neighbourhoods) is aggravated by the historical road network that either has not been adjusted to the needs of urban growth or an increasing pressure from traffic or is linked to industrial activities that are still pursued in 19th century factories built in city centres and neighbourhoods.

▶ The chances of creating a healthy environment are weakened and the micro-climate is deteriorated by the high density of buildings and lack of green areas due to badly utilised courtyards with concrete surfaces.

▶ Rivers and rivulets in historic cities are often polluted with untreated industrial and communal sewage. As built-in environment encroaches on them they lose their functions as a natural environment offering recreation and/ or carry the risk of floods.

▶ The construction technology and insulation of historical buildings are outdated and in a bad condition, preventing an economic use of energy (e.g. energy sufficiency). Heating and hot water are supplied by systems operated with fossil fuels, which leads to environment pollution.

The *challenge* historic SMESTOs are facing is to make their revitalisation programme ecologically sustainable, to decrease environmental pollution, to increase recreational areas, to (re)integrate rivers into an urban setting and to save energy in a manner that also preserves the historic structure and heritage.

## 3.4 Economic problems and challenges

Historic SMESTOs have diverse local resources that enable them to preserve the urban cultural heritage and develop the economy in a way that can create and maintain vital town centres. They have to meet this challenge, adjusting it to the economic trends and meeting the economic criteria. The *challenges* are:

1) Economic (and consumption) restructuring in a setting characterised by global competition of producers. This requires

   ▶ SMESTOs with local traditions, knowledge and a business environment (social capital) as well as a unique environment capable of meeting the needs of key groups to become centres of innovation and to turn the cultural heritage (both material and immaterial) into a resource boosting the economy.

   ▶ SMESTOs, characterised by mass Fordist production, to find their ways – as centres of consumption and services – into the new structure utilising their industrial heritage and exploiting unused sources such as cultural heritage, local social networks and inter-municipal cooperation.

2) Growth and differentiation of service activities. SMESTOs have to

▶ play a key role in providing high-quality consumer services for their hinterland/region;

▶ provide frequently used and 'face-to-face' producer services;

▶ become a scene of 'routine' activities by major service providers (outsourcing/ offshoring).

In order to be able to meet these challenges, they have to support the diversity of the local economic base.

3) Local agents of SMESTOs have to act in an increasingly uncertain (liberalised) environment due to the shift towards a highly competitive and service-based structure of urban economies. The same problem prevails in revitalisation, urging

▶ local enterprises to be ready for permanent learning and co-operation;

▶ public agents to strive to understand the needs of local businesses and help satisfy them in order to mitigate the risk of dependence on non-local resources, common in SMESTOs; they should also create a favourable business climate.

4) Economic restructuring has re-drawn the inner space of SMESTOs. As a result the revitalisation faces problems and challenges like

▶ 'recycling' of depressed industrial areas as spaces for services;

▶ the decline of traditional retail (sub)centres and the shift of services from the historic centres to the urban fringe (particularly retail and leisure services);

▶ the restructuring of city centre functions (shifting toward an increasingly specialised supply in retail and consumer services);

▶ the emergence of new enclaves of high-tech industries and related services.



5) Urban land is considered as a capital asset that has to be redeveloped for earning revenues because of the increasing dependency of localities on external factors (among them non-local agents). Accordingly,

▶ the historical heritage of SMESTOs is considered to be a specific pool of the property market (due to aesthetical values and a strict control);

▶ the most dynamic economic sectors look for towns that have a historically constructed image of openness, interaction and culture. Therefore, local specificities such as built-cultural heritage and cultural traditions are keys to economic restructuring.

These challenges affect European historic SMESTOs differently. SMESTOs face problems that are of varying gravity and that require different methods of management, depending on their relationship with metropolitan regions, their distance from it and the main transportation corridors, the advancedness of their regional economy, the characteristics of their hinterland, national legislation, funding systems and the prevailing social system (such as post-socialism).

## 3.5   Social problems and challenges

With the market conditions, SMESTOs most comprehensive *social problem and challenge* is to provide healthy and attractive living/ housing areas (efficient, up-to-date housing infrastructure; recreational areas), coping at the same time with the social polarisation (gentrification, segregation) during the revitalisation process, increased and amplified by the globalisation of capital and social tension arising from the regional and urban scale of uneven spatial development. This evolves in

1) Socio-demographic problems that are diverse and vary in terms of trends from one neighbourhood to the other, and that are, nevertheless, to be interpreted in the entire urban region:

▶ a rapid and material change in the population (e.g. rapid population growth in the small towns in the vicinity of large cities − a declining population in medium-sized towns that serve cores of suburbanisation);

▶ migration (e.g. the exodus of the well-off middle classes from the historic centres − influx of major ethnic groups);

▶ the ageing of the population in most European cities/towns, or (e.g. in university cities) a high proportion of a young population; a rising proportion of women in employment and single-person households in the "West" and a rising number of women becoming economically inactive in the "East";

▶ increasing concentration of the unemployed (especially in social housing facilities/tenements in need of renovation).

2) Creating and maintaining a balanced social structure (social mixture) is perhaps the toughest challenge of revitalisation programmes launched in SMESTOs. This interferes with the attainment of the above:

▶ gentrification in SMESTOs, which occurs either spontaneously or with the assistance of urban policies (in the latter case market considerations usually take precedence over social rehabilitation);

▶ segregation and, at some places, ghettoisation due to lack of investments by the property oweners and the public hand. In such areas only low rents can be obtained, resulting in further "disinvestments" and a negative vicious cycle;

▶ provoking urban level criticism and discontent, crime is becoming rife in historic districts undergoing slumming.

3) The gravity of the problem of restricted access to jobs, housing, educational and social services depends on the position that SMESTOs have in the settlement hierarchies and the degree of the development and income-earning capacity of the given region. The adverse impacts of a neo-liberal economic policy hit SMESTOs particularly hard: with the state rolling back, minor centres may lose entire urban functions. The degree to which SMESTOs are hit depends on the scale at which they are and the powers that they wield.

In order for the revitalisation of SMESTOs to be carried out in a socially sustainable manner, similar social problems and conflicts need to be addressed and resolved, the attitude of the population towards cultural heritage changed and cultural identity upheld. In order to successfully meet these challenges, the participation of civil societies must be supported through assisting bottom-up initiatives (mainly in the "West") and strengthening the entire civil society (mainly in the "East").

# 4   Integrated approaches to revitalisation

Given the previously described challenges, the decisive question for historic small and medium-sized towns will be to what extend one will be successful in guaranteeing their competitiveness in an enlarged regional and national context and in strengthening the "territorial capital" of Europe's cities and regions, as the objectives of Lisbon and Gothenburg imply.[6] Within this context, particularly the specific qualities of historic small and medium-sized cities gain value and offer promising opportunities: Their potential lies primarily in the realm of soft location factors and here not least with cultural values.[7] Therefore, effective concepts for the improvement of the quality of living and life in general within the respective quarters are needed.

The situation in many of Europe's historic old towns shows that common sectoral approaches are, at least on a long-term basis, unable to cope with this. Here, partially complex problems – accelerated by the processes of economic and social structural change – have evolved which require new, integrated ideas and approaches in order to get solved. This is with regard to the correlation of individual problems within these quarters as well as with regard to the securing of a cohesive city. Sustainable improvement today can no longer be achieved by approaching individual problems on a sectoral basis.[8]

Accordingly the EU "**Leipzig Charter** on Sustainable European Cities" which was adopted by the EU-member states' ministers responsible for urban and spatial development at their informal minister meeting in Leipzig, 24/25 May 2007, focuses on the European wide application of integrated urban development policies and concepts. This ambition is of growing importance for the future urban development in the EU and is reflected by a number of European initiatives and policy documents, especially related to the **EU Cohesion Policy**. Already in the beginning of the 90s the European Commission has started to introduce innovative and more integrated approaches of urban development through specific instruments of the structural funds like the **URBAN Community Initiative**.

Today only an integrated approach opens up the opportunity for cities to develop their historic city centres sustainably and in a way that considers social, ecological, economic and cultural aspects apart from urban and structural ones; this is finally a compulsory precondition for being able to preserve the complex system of the "old town" with its manifold demands in its historic form and to develop it further in an appropriate way.

From the point of view of sustainability, an integrated approach is also necessary which makes it possible to align the economic, social and ecological issues and to strengthen them mutually.[9]

**Experiences**

In many of the EU member states, experiences with integrated approaches in urban development are currently being collected which are applied in a very different depth and range: This may be within encompassing national programmes, in the shape of developed regional and municipal approaches or only in first pilot projects.

What they have in common is the fact that there is no standardised "model" or "patent remedy" of an integrated approach which would absolve the municipality from any further efforts of revitalisation.[10] On the contrary: It is the requirement of an integrated approach that existing revitalisation activities and projects are being strengthened and bundled; that politics and administration open themselves up in this process and use their know-how in order to activate citizens and entrepreneurs and to support them in achieving visible and permanent improvement within the historic old towns.

Here, the respective formative parameters have to be considered as well as current trends and specific local constellations and developments. The objective is to create respectively an adequate strategy and structure within which the necessary improvements can be carried out successfully and sustainably. Insofar, this is primarily not about the development of completely new strategies but about an intelligent

6  Cf. Lille-Priorities (2000).
7  Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung; Bundesamt für Bauwesen und Raumordnung (ed.) (2007): EUROPOLIS, p. 24 f.
8  Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung; Bundesamt für Bauwesen und  Raumordnung (ed.) (2007): URBACT, p. 21

9  Rat der Europäischen Union (2006), p. 5.
10 Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung; Bundesamt für Bauwesen und  Raumordnung (ed.) (2007): URBACT, p. 21.

combination and, if necessary, modification of tried and tested instruments through the integrated approach and its measures.

**Definitions**

In general, integrated approaches can be understood as spatial, temporal and content-related coordination and linking-up of different (urban) political fields of action and professional planning. Given certain instruments, which can also be of a financial nature, they should then achieve previously defined objectives.[11] In this context, communication and cooperation are of central importance: On the one hand they shall enable the extensive involvement of all relevant stakeholders at an early stage, among them the local population and local entrepreneurs. On the other hand they shall, according to the Urban Acquis, also include neighbouring communities in the process of planning and development in the sense of sustainable regional development.[12] Irrespective of their local specifics, integrated approaches to revitalisation accordingly show the following characteristics:

1) <u>A standard that is trans-sectoral, interdisciplinary and involves the entire city</u>

The integrated approach connects sectoral levels of planning and activity with politics and administration, for example business development with social welfare or the protection of architectural heritage with environmental protection. What is different to the usual approaches in urban development planning is that integrative approaches are concentrated more strongly on key topics, which are identified when they are selected and prioritised and which are then dealt with on a cross-departmental level.

In order to analyse problems, the integrated approach is based on all disciplinary gateways which are connected to the complex system of the "old town". For example, it unites art-historical analyses with diagnoses from the social and economic sciences. With this standard, the integrated approach relates to all the dimensions of urban life in the old towns, primarily to their function as places of residence and work.

The overall objective is to strengthen the local economy and the social cohesion. At the same time, however, the relation between the old town

and the entire city is taken into consideration because all parts of the city are interconnected. Strategies, measures and projects of integrated approaches therefore always show a strong relationship towards different areas (district, quarter, street). This focus on areas is deduced from a perspective that takes the entire city into account and that serves to integrate sectoral levels of perspective and promotes cooperation and communication between the stakeholders involved. As an area-based strategy, the realisation of those measures does not happen via extensive lists and in relation to the entire city but in the form of a manageable amount of projects in selected parts of the city.

2) <u>A process that is designed in a cooperative and communicative way</u>

The central aspect of integrated approaches is the principle of cooperation. The basis for the requested bundling of forces and resources is a trusting cooperation between the different municipal institutions but also the participation of the stakeholders involved and of other external partners like associations or initiatives.

Free and open communication among the partners is the requirement for a transparent agreement between them in order to develop common objectives and to plan and realise measures. This involves in particular the communication between politics and administration and citizens.

Integrated approaches want to strengthen the "bottom up" approach as opposed to the traditional "top down" approach of urban planning. The activation and participation of civil society in the planning process are consequently a central concern. Special attention needs to be placed on the activation of groups that are difficult to reach, for example young people, old people, poor people or migrants.

The participation of residents, property owners and business people as experts on the situation on the ground is indispensable for the process of planning and implementation. On the one hand, it makes sure that the interventions respond to the actual deficits in the area; on the other hand it contributes to stabilising the society in the area when perspectives are developed and the potential for improvement is finally put into practice in a way that actually affects peoples' lives. Making the residents and users consider their situation, analysing existing problems and designing measures for improvement contributes to encouragement and identification and in the end to a constructive social climate. The latter in turn is the basis for manifold partnerships between the

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11 Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung (ed.); Deutsches Institut für Urbanistik -Difu- (2007), p. 15.
12 Cf. Ministry of the Interior and Kingdom Relations of the Netherlands (2005).

city and local stakeholders from which revitalisation benefits. This may involve NGOs from social, cultural or ecological areas, institutions from the local economy (chambers of commerce, syndicates etc.) or educational establishments.

A multidisciplinary cooperation between the municipal, regional and national levels of supervision helps to open up synergies and to put given means to more effective use. In the sense of integral "urban governance" existing horizontal and vertical structures of administration are to be connected in a better way, responsibilities and competences clearly allocated, professional expertise guaranteed, subsidary and proximity to the common aim realised and cooperative and interdisciplinary structures targeted. In this respect, the classic division of labour between the definition of objectives by the public stakeholders from administration and policy and their realisation by private stakeholders from the economy and the citizenship is substituted by strategic partnerships. Characteristic of this process are therefore new forms of governance which link stakeholders from the public and private sector – as they are also claimed in the "Territorial Agenda" of the EU: Here, especially the process of cooperation and the continuous dialogue between all stakeholders of territorial development is defined as "territorial governance" and at the same time stated as a prerequisite for the future task of "Territorial Cohesion" inside the EU.

Of increasing importance is also the integration of non-public resources, especially of private economic enterprises which are realised in the course of new processes of public-private partnerships. But the definition of cooperation in integrated approaches is not limited to such economic partnerships. It is rather about encouraging stakeholders from civil society in general who are involved in urban planning to intensify their commitment to the process of revitalisation and to start appropriate measures for participation.

Integrated approaches therefore represent an integral form of "urban governance": They contain a clear allocation of responsibilities as well as the principle of subsidarity. Their objective is to create new cooperative structures that are oriented towards agreements and that operate beyond horizontal disciplinary structures.[13]

### 3) An orientation towards implementation

Integrated approaches are defined by the strategic linking of planning and action – this means that the later concept of implementation is already considered as an important element in the planning process. The aim is to increase the chances that a project will be realised. Only when the connection between planning and result is directly and comprehensibly shown will it be possible to motivate the stakeholders involved and to generate an understanding for the process of revitalisation.

Here, a solution that relates to problems and is oriented towards implementation is aspired to: Wanted is a synthesis between "big plan" and "small steps". In the course of the interplay of orientation and implementation, objectives and instruments of measures get integrated. The stakeholders' orientation hereby does not follow detailed professional programmes of the different departments but visions and main ideas that create a common frame of reference for future development. This way, formalised and complex planning processes are made simple and structured in advance and oriented towards a result.

The different measures and actions in turn tackle on the one hand the relevant problems on the ground and improve things there in a sustainable way. When they are implemented they are, on the other hand, always relevant beyond the local level and a part of the revitalisation strategy in the historic city centre that relates to the entire city.

The revitalisation of historic buildings and urban structures by many different owners and users is last but not least a task of cultural reproduction. In order to be implemented, cooperative and communicative approaches are especially necessary. Revitalisation requires common processes of agreements on values, identities and objectives. This circumstance shows why here, the usual "top down" approaches can only unfold a limited effectiveness. Looking at the necessary long-term effect of such revitalisation processes, it also becomes clear that the integration of later concepts of implementation already in the course of planning has to be not an extra option but a characteristic aspect of integrated approaches.

This applies in particular to historic small and medium-sized towns. Their processes of revitalisation have to base themselves to a large extent on clearness and model projects in order to achieve the wide and sustainable activation of the citizenship for the ideas of revitalisation. This also implies cooperation across the administration's departments.

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13 Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung; Bundesamt für Bauwesen und Raumordnung (ed.) (2007): URBA, p. 24.

# 5   Topics, fields of actions and good practices for an integrated revitalisation

In the cities, integrated approaches to revitalisation are carried out in many different fields of action which are all connected to each other. Developments or planners' interventions in one of these fields of action almost always affect the other fields of action. These interdependencies need to be taken into consideration with regard to the overall objectives of revitalisation as well as with regard to the different sectoral objectives.

In the context of the Hist.Urban Base-line Study (2006/07) those present fields of action were identified first by the participating research institutions through interviews and research which currently determine the processes of revitalisation within the historic cities of the project partners. Then, a written interview (questionnaire) with the project partners (2007/08) could clarify which fields of action they currently consider as the most relevant in the course of their revitalisation activities.

**Figure 1: Significance of the fields of Action for the revitalisation**



| | |
|---|---|
| **FoA 1:** Planning culture and process control | **FoA 6**: Urban architectural and cultural heritage |
| **FoA 2:** Diversity of function and use | **FoA 7**: Cultural tourism environment |
| **FoA 3:** Changes in use | **FoA 8**: Traffic in the inner city |
| **FoA 4:** Promoting economic development | **FoA 9**: Activation of private funding |
| **FoA 5:** Social structure | **FoA 10**: Activation and participation of civil society |
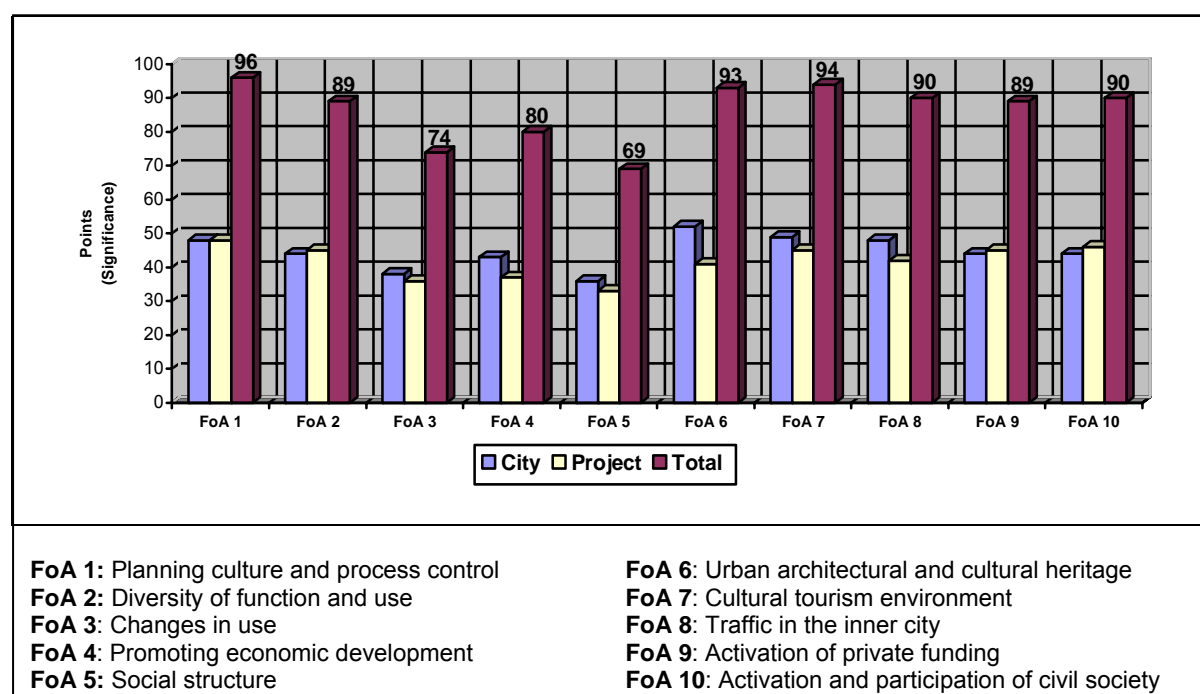
Source: Hist.Urban, 2nd questionnaire, 2008

This rating can be summed up in three different topics which according to the experiences of the Hist.Urban partners currently make out the contents and aims of integrated revitalisation in the historic cities of the CADSES area. In the form of the "**Hist.Urban Declaration**" on integrated revitalisation of historic cities, they finally became a common point of reference in a voluntary commitment of over thirty cities and organisations in ten European countries:

1) "Integrated revitalisation emphasises the development of **vital town centres** attractive to live, work, invest and spend time in for all actors, population groups and generations."

2) "Integrated revitalisation combines the **protection of our built-cultural heritage** with the requirements of our changing society and economy."

3) "Integrated revitalisation is based on a continuous, process-oriented and **integrated development approach**."

Following sub-chapters are based on this structure. The three topics are highlighted by means of selected fields of action. Individual projects are presented as good practice in the respective thematically relevant aspects; their purpose is to illustrate specific problems and solutions within a particular field of action.

## 5.1 Emphasising the development of vital town centres

Urban centres as focus of social interactions, consumption and identity are the products of European social and economic history. This heritage is materialised in the built environment (in a system of built structures and spaces) and also in a highly complex and permanently changing system of flows and functions that have a number of layers. City centres are scenes of:

▶ *Power* (decision making), reflected by particular physical structures (built heritage) of symbolic meaning; concentrating democratically elected bodies and authorities that control social, economic, environmental processes, as well headquarters of agents of the urban economy (incl. business services);

▶ *Social activity* (community life): Including spaces for interaction (public spaces) to which, 'civic' activities and values of social participation are historically attached; space for collective identification (citizenships; particular social groups, e.g. local/urban community) and social mobilisation, seeking for controlling/governing the frame (structures) of everyday life, thus work also as an arena of confronting interests;

▶ *Living*: Traditionally, as a highly appreciated environment, due to its social prestige and the access to a wide spectrum of urban amenities that are unique characteristics of European historical cities;

▶ *Work*: Focusing marketed and public services and a number of jobs in command functions for which historical buildings (with symbolic meaning) market advantages (a specific milieu) and the air of legitimacy;

▶ *Consumption* of goods and services: Retail, catering, personal care services, leisure and entertainment, FIRE[14], legal services;

▶ *'Collective consumption'* of public services, such as education, social and health care services that are focused traditionally on the centre of community life;

▶ *Flows* of people, goods and information, including spaces (hubs) of traffic, and spaces where information and knowledge are produced/ distributed from.

This multi-faceted character of European urban centres is unique for comprising a wide range of functions and interactions that are historically rooted in (linked to) towns.

This means in the first place to bring the historic town centre and other quarters – with their historic buildings and sites – that may have lost their original (economic, cultural and social) functions and are derelict, vacant or even deteriorated into use again, securing a well balanced mixture of needed functions and a positive image. At the same time historic buildings, being listed, enjoy wide-ranging legal protection which subjects architectural changes to tight restrictions and their individual nature often does not permit a direct application of standardised redevelopment or utilisation models. Here, appropriate redevelopment concepts and ways of utilisation have to be found that guarantee the preservation of the historic and cultural heritage on the one hand and a good match with the needs of today's and future users on the other hand.



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[14] FIRE includes a specific, information intensive group of business (Financial, Insurance and Real Estate) services located mostly at prestigious sites. (Bryson et al, 2004)

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As a consequence, towns and cities are expected to

▶ foster diverse urban (physical and cultural) environments (open, 'welcome' atmosphere as well as local specificities) to attract people for living, working and consuming;

▶ provide 'high efficiency under uniform standards' (conditions for smooth flows of energy, information, goods, labour, capital).

Under such circumstances, the enhanced vitality of urban centres should be considered as an aim, and also as an asset for urban restructuring. For the latter, re-definition of urban functions is needed, local resources must be reviewed and re-interpreted, and more coherent and efficient use of those (public amenities, infrastructure, human capital, cultural assets/ events, natural and built environment) must be planned and implemented. However, due to the functional and social diversity of urban centres, these spaces must be considered as highly contested arenas of different (often conflicting) interests/ ideas: There is a competition for space for public/ private use, for (healthy) living conditions and business use (tourism, services), for pursuing diverse lifestyles (young/ elderly) and for running different business activities (shifts to art, culture and entertainment; increasingly embedded in international flows/tourism). Furthermore, the vitality of urban centres rests on a multi-layered structure of networks, in which the city centres must balance the needs of local people, (regular) visitors/ consumers from the urban region (catchments area) and also tourists. In the case of historic towns, preservation, sustainability and the symbolic value of the heritage must be put in the focus of discussions over vitality and functional change.

The challenges that local planning should respond in order to put a vital, vibrant historic centre on a sustainable development path affect small towns and medium-sized cities differently. Furthermore, the regional (national) context of urban development, such as urban/ rural character, prosperity/ decline, public and local private resources available for revitalisation (different phases of capital accumulation) define the frame for interventions into spatial processes.



## 5.1.1 Field of action "Diversity of function and use"

The specific qualities of architectural and spatial structures of historic towns – complexity, diversity and high densities – can be ideal preconditions for the strengthening (reconstructing if necessary) of a mixture of sound and balanced uses and functions in urban centres. An effective and sustainable development of such areas should rest on the improvement of the physical environment (a higher design value of the building stock and of the spatial structure) and also on the diversity of use and functional quality. To strengthen the central role (functions) of urban cores and make it appealing for users, historical values should be protected by renovating old buildings, by adjusting new developments into the historical structures and milieu, and also by harmonising use (function) and physical structures.

Functional diversity should be supported by the revitalisation of traditional activities of the urban centre, as well as by strengthening new sectors. Historic centres should be the focus for retail and services, habitation, crafts, communication, education and academic life, recreation and culture, gastronomy, accommodation and tourism. However, urban cores are challenged by urban restructuring that reinforced trends towards urban sprawl e.g. residential suburbanisation and 'greenfield' developments in services (retail, recreation, sports, business services), particularly in larger towns. Therefore, concepts are needed to enhance the competitiveness of historic centres for functions. Such areas should be interpreted and 'marketed' as good places to live, work and relax. To have a lively historic centre, scenarios of

▶ functional restructuring (new uses),
▶ functional diversification (introduction of new uses and also keeping existing ones) and
▶ functional regeneration (existing uses remain operating more efficiently)

should be considered.[15]

Nevertheless, concepts for growing diversity and use must be put in the context of the historical environment and its values.

Regensburg was chosen as an example due to the long (post-war) history of revitalisation that represents a shift from the renovation (preservation) of residential buildings toward an increasingly complex concept focused on diversity of function and use, and also the development of a

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[15] Doratly, 2005; Tiesdell, 1996

more sophisticated (integrated) system of planning (involving different levels of governance, the local society and also the business sector). Although Regensburg is not a typical example due to the high dynamism of the local economy, it might however provide best practices for tackling the decay of the physical environment (early projects), for reacting to the restructuring of the urban economic base (enhancing retail functions) and also for managing the increasing pressure on local land market stemming from economic growth.

**Regensburg: A 'good practice' for preserving the diversity of function and use in the historic centre**

The area of Regensburg has been inhabited by humans since the stone age. However, urban structures that shaped the layout (pattern of road network, use/ function of some key points and spaces) of the city emerged from the Roman era (establishment of the fortress-town 'Castra Regina') on. The city held its key position near the river Danube as a (fortified) administrative centre (a residence of dukes; Bishopric of Regensburg) in the early medieval ages. A substantial section of the built historical heritage (e.g. the Stone Bridge; Romanesque and Gothic building stock) was produced in the 12th-16th century, when Regensburg was a thriving centre of long-distance trade, mediating goods, men and information between East and West (form Kiev to Paris) and South and North (from Italian merchant cities to the Baltic region). Economic prosperity largely supported the increasing political power (influence) of the city (imperial diets were held in Regensburg from 1180 on), and local elites fought for autonomy and self-governance of the local community successfully (a free imperial city from 1245). Regensburg preserved its central role in the early modern period however, it relied increasingly on regional administrative and economic (trade) functions. Economic modernisation



– that was supported by the development of the waterway-system and railway construction and also by the rise of textile/ clothing industries in the 19th century – left the built heritage (including burgers' houses, public and religious structures) intact. In this period (at the time of the pre-war boom of the German economy), Regensburg was primarily an administrative centre.

Preserving the functional diversity of the Old Town of Regensburg

Although the historic centre of Regensburg was not destroyed during World War II, it was highly endangered physically and functionally by the accumulation of environmental and social problems in the post- (1945-) war years. Housing conditions were poor, as a major proportion of the historic building stock was decaying; public infrastructure was obsolete and houses were overcrowded. Large-scale immigration also affected the densely inhabited urban core heavily and reinforced trends toward physical and social decline. Heavy environmental problems, the social deprivation and shrinking urban functions of the urban centre had to be managed locally – shifting from 'mainstream' policies that were focused on growth and new constructions (primarily on the urban fringe, attracting well-off households).

The post-war years also resulted in structural changes in the local economy, due to the 'flight' of businesses (e.g. the Siemens AG) from the eastern states ('Länder'); however, Regensburg was not a scene of industrial growth until the late 1970s, and the development of urban functions rested rather on the expansion of the welfare economy, such as public services (e.g. the establishment of the university). However, the city entered a new, dynamic stage in the 1980s that rested on the development of the university and new industries (electronics, motorcar industries, energy sector) that relied heavily on skilled labour and technological development. The restructuring process spurred social change: The number and proportion of highly qualified people was increasing, particularly in terms of young professionals. The prosperity and the influx of well-paid labour stimulated a growth in consumer services (e.g. in retail).

Due to economic development, the local land market has been under great pressure since the late 1980s in all segments (including industrial sites, office space and other commercial uses). Out-of town locations were highly favoured not only by manufacturers and major space-consuming developments (e.g. logistics), but

increasingly, by providers of services that were traditionally focused on the urban core, such as retail and leisure activities. The suburbanisation process put the historical centre into a new context: the traditional consumption functions were declining, and the city centre was increasingly considered as a scene for specialised ('quality') consumption for tourists and consumers of the (wider) urban region. The share of the city centre was declining in the total retail space from the late 1980s on; nevertheless, due to its relatively large catchments area and the increasing purchase power, retail restructuring resulted rather in a relative decline in the position of the city centre than in heavy conflicts. However, global trends were also prevailing in Regensburg: there was a rapid concentration in retailing in terms of capital, organisation and space.

Pioneering in physical renewal and planning in a multi-functional historic centre

A series of challenges, such as demographic and social changes, economic growth, structural and organisational shifts and changing interpretations of urban environment stimulated by the rise of consumerism and multiculturalism aroused reactions locally. A series of local actions focusing on the historic centre (that are embedded into the changing context of policies and the spatial planning system) were considered to develop an integrated approach toward revitalisation that rested on a long-term vision of a multi-functional core.

The first step toward diversified functions and use was the improvement of the living environment, closely interlinked with the aim of preservation/conservation. In the framework of the Donauwacht project (1955-1989), a complex revitalisation program was initiated. The concept that framed revitalisation should be considered as a 'best practice' example: The planners proposed a city centre as a space for living, for modern business (service) activities and also as a 'museum'. Providing modern housing conditions for the inhabitants was a key issue; however, preservation of the 12-16th century structures was given priority over redevelopment (new buildings). The concept was also focused on the development of public spaces and re-organisation of the traffic system[16]. Linking preservation to functional diversity was a shift from the 'mainstream' priorities of urban policy set up at national level in the post-war pe-

riod (focused on providing new housing capacities in general and on redevelopment in decaying areas).

The revitalisation process was initiated by the direct intervention of the municipality (which bought and renovated 12 buildings) which was a model catalyst for the renewal. In this very first stage of development, pilot projects were implemented that moderated the density of the built-up areas[17], and increased the green surface and parking spaces. Meanwhile, the character of the historic buildings and the townscape was preserved and public spaces reorganised. The process rested on the comprehensive review of the conditions of the area to be revitalised (including conducting interviews with all stakeholders). Planning tools and techniques were also developed to implement and manage the revitalisation strategy: The municipal intervention was institutionalised in 1967 (a local development company was established) and it acted as a catalyst: Through renovation of the buildings and the renewal of inner courtyards (e.g. removing structures that did not fit the environment). To avoid the destruction of valuable old structures and the townscape, a major part of the building stock was put under protection, and local people (owners) were encouraged to participate in the revitalisation. Such early steps stimulated an upward spiral of property prices, paving the way for private investors.



Evolution of tools for planning revitalisation – in a changing context

The Donauwacht project provided a *model* (municipal pilot projects) for revitalisation that rested on an integrated strategy (diversity of use; involvement of all stakeholders) and also set up a framework for the development of financial tools for stimulating renewal as well as for developing planning control over private investments. This process was supported by a new paradigm that

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[16] In the 1950s, the plan for traffic organisation did favour the free access of motorcars to the urban centre. The turn in this principle spread in European urban planning system from the late 1960s on.

[17] In turn, attics were used for housing purposes.

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urban development was grounded on from the early 1970s: Preservation of cultural heritage as a key issue at national and state level (Städtebauförderungsgesetz 1971; Bayerische Denkmalschutzgesetz 1973) that enabled local authorities to put all changes in the Old Town under strict control (protection). Further steps toward revitalisation were also supported by the new act on taxation (introducing a tax exemption for investments on renovation of historic buildings) that encouraged the entry of professional developers[18] on this peculiar segment of the urban land market. The financial model for revitalisation rested on the synergy of public and private resources (e.g. on the cooperation of the municipality, the Bavarian and the federal state authorities and private developers). Gains stemming from the increasing market value of properties on revitalised areas were taxed by local authorities, providing additional resources for further projects. The increasing involvement of private capital (dominantly local developers that were highly successful due to their knowledge of the local market) raised new conflicts but also opened up perspectives for financing and extending revitalisation (5 new programmes from 1982 on, of which 4 are still running).

Meanwhile, the institutional framework for revitalisation was also emerging and the first step was the establishment of a development company by the local government as early as 1967. Due to the progress of revitalisation (e.g. the introduction of new schemes) and the complexity of tasks (considering not only a residential but a multifunctional character to be developed in the Old Town), it was organised in the framework of a new municipal department (1980) devoted completely to revitalisation issues[19]. This institutional was set up for

▶ social involvement in a wider term, for discussing recent changes (potential interventions) and the future of the city centre;
▶ a deep and detailed discussion of each schemes, involving owners and experts (officials) of the municipality and of the state;
▶ also for an increasingly sophisticated control over space in the Old Town, such as: Protection of historical buildings (rules for renovation, 1973); controlling the quality and use of public spaces (e.g. street furniture) and extension of private uses (1993); regulation of retail in the historical core ('zoning' of such activities, 1996) and the furnishing of shops

(2000); controlling advertisements in public spaces (2003).

The development of the framework for revitalisation was based on the relatively high level of local (municipal) autonomy in the planning system (setting up a strategic plan and also controlling changes in urban space), and also supported the turn in the national planning principles[20] and inter-municipal cooperation (alliances).

The above process rested on involvement of the local society and framed the development of relevant local responses to (globally embedded) urban restructuring and the property boom of the early 1980s. Retail restructuring and its spatial consequences were key issues that concerned the whole community. Due to the rapid concentration (in terms of capital and organisation) and spatial changes (shift toward the urban fringe, decline of traditional centres of shopping/fading spatial hierarchy of consumption), a new concept for national retail policy was introduced.[21]



A local response to retail restructuring: A network-based approach

The discussed changes affected Regensburg heavily, as it was targeted by major retail developers due to its regional retail centre position and rising incomes. Large-scale developments that included shops and a number of service facilities (e.g. Donau Einkaufzenter, a German railway brown-field development at the railway station) endangered the diversity of functions of the Old Town. The loss of local significant services (e.g. shops selling food) and the shrinkage

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[18] The first non-local investor entered in 1978.
[19] Before re-organisation, revitalisation was controlled and managed by the Panning Department.

[20] In the 1998 Planning Act, the issues of sustainability, cooperation/horizontal relations, preservation of urban functions and environment, and a territorial reform (restructuring of public services/urban functions) were put in the focus.
[21] It proposed the encouragement of horizontal integration of retail activities, favouring brown field developments, setting up regional sectoral plans (involving all agents concerned), and also a series of interventions locally, such as improving the milieu of shopping in city centres and employing mediators (retailers/municipality).

of retail functions in general stimulated intervention based on social discussion.

Based on the local traditions of participation in revitalisation schemes (and in planning in general), local initiatives are integrated in the strategic alliance of the 'Pact for the Old Town' by the officials of the municipality (City marketing working group Regensburg). In this framework all agents concerned with Old Town retail sector – such as municipal departments, organisations of self-employed (representing small businesses), organisations of commerce, hotel and catering industries, chamber of industry and trade, Regensburg Tourism GmbH, real estate owners, banks and local media-work in a close-knit network. The Pact is a framework for information flow, a dialogue for the common goals (a development concept and projects rested on that), division of work/ cost/ efforts, and reconciliation of conflicting interests that arise during implementation. Thus, a forum has been set up that promotes retail revitalisation projects by discussion and mediation:

▶ The business situation and vacancies are monitored on a semi-annual basis and all interventions and project decisions rest on this analysis.

▶ A brochure ('Site Synopsis') containing updated structural information on local retail was published to raise interest and contact potential business partners (e.g. tenants for retail premises).

▶ The 'Estate Vacancy Management' forum was established by the City Marketing Group and the Department for Economic Development to learn from best practices.

▶ An image campaign was organised, targeting East Bavaria (a primary catchment area of the city as retail centre) to advertise Regensburg as a location for shopping, gastronomy, culture and events.

▶ A German-English guide was published recommending typical local souvenirs and specialties as well as high-quality shops and restaurants.

▶ Language courses were organised for those who work in retail, hotel and catering industries.

Further steps were taken to improve conditions (milieu) for shopping, such as:

▶ Implementation (extension) of the lighting concept for the Old Town;

▶ Creation of new small-scale centres, including 5-7 little firms in 'creative industries' such as arts and handicrafts;

▶ Fixing common opening hours for all shops in the inner city.

Due to the conflicts raised by retail (and related) developments and to the loss of trust in politics (national as well as locally) and the increasing need for information in order to act successfully on the local market, retail revitalisation had to rest on participation. The municipality of Regensburg has a formalised framework for involving all agents and thus provides a background for having a multi-functional historical core. The guidelines for that include[22]:

▶ Understanding the involvement as an essential part of the action;

▶ Defining the role of participants;

▶ Making and communicating transparent decisions;

▶ Communicating public transparency and progress of projects and actions;

▶ Creating a milieu of mutual trust;

▶ Providing feedback about the results.

Following the guidelines, two conferences have been organised

▶ to start up discussions about the future of the Old Town, focused on preserving the multi-functionality, cultural heritage and historic structures and spaces and a social balance; creating high-quality shopping combined with a special atmosphere; identifying a trademark for the Old Town and strengthening the 'belonging together' of the relevant actors;

▶ to define approaches for a sustainable development (in work groups).

The process is supported by public relations actions. However, in everyday practice horizontal networks are maintained through personal relations which are managed by mediators who are familiar with local processes as well as with municipal regulations and whom local agents (retailers, owners etc.) trust. Furthermore, local planners also rely on the capacities and expertise of universities and research institutes that provide analysis and planning assistance, such as a tradition of (methodologically sophisticated) retail surveys and transportation planning.[23]

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[22] For further details, see: 'Guidelines for realising public information functions and public involvement proceedings' www.histurban.net/downloads/publications.html

[23] E.g. RegLog – City Logistics for Regensburg: www.histurban.net/downloads/publications.html

### 5.1.2 Field of action "Cultural tourism environment"

Cultural tourism is a particularly interesting segment of the tourism industry and a key factor for the success of many European towns and regions in the "experience economy".[24] The report "City Tourism & Culture" of the World Tourism Organisation and European Travel Commission emphasises that "culture is the single most important motivation for city trips, although relatively few visitors view themselves as 'cultural tourists'." Indeed, only about 20% of city tourists rate culture as their prime motivator, but a far greater number of tourists is actually involved in cultural activities while on a city trip.[25]



Growing competition in cultural tourism

The important role of cultural tourism is particularly clear in the case of large "cultural cities" (e.g. Amsterdam or Barcelona) and renowned smaller historic and arts cities (e.g. Bruges or Salzburg). Today, ever more towns with interesting historic and cultural features seek to develop their potential for such tourism. As the European Institute of Cultural Routes writes on its website, "interest in tourism has spread rapidly throughout many small and medium European cities, which previously have not considered themselves as tourist destinations"[26].

It is expected that in the next few years the competition for visitors between cultural tourism destinations will become fierce. Newcomers and established destinations will need to be very inventive to stand out among the many competitors. In particular, the many more small and medium-sized towns in Europe – particularly, from Central and South-East Europe – who present themselves as historic or cultural heritage towns will have to work hard if they aspire to become a distinct place in the cultural tourism landscape.

The strongest competition probably will not be between small and medium-sized towns in different parts of Europe, but, with "city breaks" in larger cultural cities which for several years have shown high growth rates, particularly due to the impact of low-cost flights.

Increasing importance of ICT in communicating the experiential offer of cultural tourism places

An increasingly important role in the competition among tourism destinations is played by information and communication technologies (ICT); beside making use of information, booking, e-ticketing and other services, they allow for visiting and learning about places online and on-site in novel ways. For example, electronic tour guides offer visitors different thematic entry points and suggestions for walking tours around the town with information about places and objects, what to look for specifically, etc. Such guides also can include cultural routes in the surroundings of a town.

ICT are already widely used in regional and urban planning and development. For example, a large part of planning tasks can be supported by Geographic Information Systems (GIS) which allow for analysing spatial and environmental dynamics. Moreover, GIS can provide the basis for innovative tourist information services such as in the "Verona fortificata" project that promotes the extensive former military architecture of the town.

Favourable and critical aspects of cultural tourism

Innovativeness of historic towns is required in exploiting favourable aspects of cultural tourism as well as preventing possible negative impacts of tourism development, particularly in smaller historic towns with limited tourism-carrying capacity.

Among the positive aspects of cultural tourism development are the following: People increasingly look for authenticity and meaningful experiences, opportunities for self-development and personal fulfilment, and quality in tourism environments and offerings. Cultural heritage tourists tend to spend more money while on vacation and are more likely to be from older age groups; hence the trend towards the "aging society" works in favour of heritage destinations.[27]

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[24] cf. the Hist.Urban study Geser 2007.
[25] cf. WTO-ETC 2005, viii.
[26] EICR 2008

[27] cf. ATLAS 2002.

However, there also are many critical aspects of cultural tourism which towns and regions should consider when investing in the development of heritage sites: There is a rapid consumption of heritage places and historic town centres (day-trip visitors) and return visits are unlikely. At the same time, historic town centres may be "mummified", i.e. imprisoned in their immutable uniqueness and stringent expectations of visitors that leave little room for renewal. Also the displacement of traditional economic and social functions through tourism infrastructure and the degradation of public spaces from crowds of visitors, increased levels of traffic and parking, thoughtless behaviour by visitors, etc. can be considerable. Indeed, local people will often face a situation where they must compete with tourists for space, local services and opportunities to enjoy their life.[28]

Proactive tourism management for sustainability

The typical consumption patterns and potential negative impacts of heritage tourism make a proactive tourism management by regional and local authorities and site managers a necessity. An important role in this can be played by indicators of sustainable tourism. Such indicators allow for monitoring of tourism destinations and adjusting policies and measures if sustainability targets are not met.

There has been considerable progress in the definition of indicators and guidance on how to apply them, taking into account the specific circumstances of different sites.[29] However, regions and towns must have an integrated, multi-dimensional understanding of the system to be managed so that the sets of indicators used reliably reflect the interdependence of economic, social and environmental processes.

**Verona: A 'good practice' for promoting the heritage of military architecture with information technologies**

Context and problem situation

Verona is located in the Veneto region of northern Italy on the Adige river and has a population of about 260,000. With respect to tourism, Verona benefits from its rich historic assets, including the romantic and tragic love of Romeo and Juliet, and that the town is easily accessible by

plane, train, bus and car. About a quarter of the working population are employed in retail, hotels, restaurants, and related services. There are some 9000 beds available in registered accommodation and tourist overnight stays amount to about 1.4 million per year. The number of day-trip visitors is unknown but certainly numbers several million.

In November 2000, the entire old centre of Verona was designated a UNESCO World Heritage site. Because of its strategic geographic position, Verona has been a fortified settlement since Roman times. The medieval town walls were enlarged by Teodorico and the Scaligeri dynasties and further fortified by the Venetians and Austrians. Indeed, Verona "represents in an exceptional way the concept of the fortified town at several seminal stages of European history", which was an important justification to be included on the World Heritage List.

The City Council's Strategic Plan includes using the built heritage as a tool for revitalisation. A particular challenge is to promote appropriate new uses for the extensive and difficult-to-maintain former military architecture. The city walls extend over 9 km in length and their associated architectural elements (gates, towers, ramparts, moats, embankments, glacis, barracks, arsenals, etc.) occupy almost 100 hectares of land. Furthermore, the countryside surrounding the city is dotted with 31 forts, of which 19 are still standing.

In June 2004, the Council's Committee for the Enhancement of Military Architecture (COVAM) implemented a programme of leases for military architecture owned or controlled by the municipality. The COVAM set up criteria for leasing historical buildings for a long term (up to 30 years) at a granted rate, calculated on the basis of maintenance and management prices. In turn, historical buildings were renovated and re-used by the lessee.[30] Sustainability was guaranteed by the factors considered in the selection of applications (submitted to the COVAM's tenders), such as quality and nature of restoration, proposed (re-)use, accessibility for the public and the quality of services to be offered. In this way, one of the key problems (i.e. lack of public resources for financing revitalisation, see in Hist.Urban questionnaire I), was eased (partly, resolved) through mobilising private capital for the renovation and functional renewal of old military structures.

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[28] cf. Ashworth 2004; Brooks 2005.
[29] e.g. the guidebook of the United Nations' World Tourism Organisation, 2004.

[30] cf. the case study in INHERIT 2008, 57-59.

An example is the Forte Gisella that is situated in south Verona in the Santa Lucia area (www.fortegisella.it). The fort will be renovated and become a youth hostel. In addition, the lessee will promote summer recreational and social activities for the Santa Lucia community and part of the premises will be used as an exhibition area for 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.

This example illustrates Verona's tourism management strategy of "diversification", which aims at spreading visitor activities beyond the most popular places such as the Arena and Juliet's house. This concept is embedded into a spatially integrated, complex (holistic) approach toward urban development, embracing not only tourism, but a wider spectrum of functions, such as organising traffic and public services (on a neighbourhood basis) on a larger spatial scale (city and its region). Also fully in line with this strategy is the development of web based and mobile information services for Verona's heritage of extensive military architecture.

"Verona fortificata" – developing alternative routes around the town

In November 2000, the City Council of Verona established the Office for the Exploitation of the Military Architecture/ Ufficio per la Valorizzazione dell'Architettura Militare – UVAM. The tasks of UVAM comprise to catalogue and appraise the architectural heritage, disseminate information about the value of the heritage, develop exploitation strategies, network with other historic towns (e.g. the Veneto Walled Towns Association or the Walled Towns Friendship Circle), and participate in international projects such as Hist.Urban.

An important project of UVAM is "Verona fortificata", which develops information services that allow visitors and residents of Verona to explore



and learn about the former military architecture of the city. The overall goal is to make this heritage better known and develop a novel offer for tourists – alternative routes around the town using their mobile device as personal, electronic guide. In the medium to longer-term, this should contribute to the goal of establishing the military architecture of Verona as a tourist attraction and opportunity for business development. It is also expected that this could help reduce some of the tourist pressure on the most popular areas of the old town.[31]

Technology, content, and collaborations

"Verona fortificata" uses a Geographic Information System (GIS) as a basis for providing information services on the web through the website www.veronafortificata.it as well as on mobile devices. A GIS is a database from which different layers of information can be produced, which are displayed on a digital map. This allows for highlighting points of interest such as parts of the fortification and offering additional information (e.g. architectural description, historic images, etc.). Moreover routes can be suggested to explore a larger area of the fortification interactively on the web. As the information in the underlying database is geo-referenced, it can also be made accessible on mobile devices with Global Positioning System (GPS) functionality.

The database of "Verona fortificata" comprises two parts: Information about the military architecture (texts and archival images) and about services such as public transport, hotels, restaurants, shops, etc. The architectural information covers some 100 objects, also four routes that link 30 attractions are provided. The services part at present only offers information about bus stops and schedules and some restaurants and bars. Extending this information would require establishing a more intensive collaboration with local businesses and organisations.

An important collaboration has been established with the non-profit association Legambiente Verona, which carries out environmental regeneration and educational projects. They have carried out regeneration work in the fortification areas S. Bernardino and S. Zeno and aim at developing a park comprising all green areas of the fortification, "Il Parco delle Mura e dei Forti di Verona". The collaboration with "Verona fortificata" has focused on developing virtual routes. Interestingly, Legambiente about once a month

[31] cf. UVAM 2007a+b.

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also offers a guided urban trekking or bicycling tour along the town walls and to places in the surroundings. This could provide the opportunity to in the future combine electronic services of "Verona fortificata" with such activities to test and optimise services for individual users.

Status and effects

The website www.veronafortificata.it offers interesting descriptive and visual information about the military architecture of Verona which is an important element of the rich heritage of the town. Increasingly the many web pages are accessed –by over 25,000 people in 2007, three quarters of whom live outside Italy.

The development of GIS-based mobile information services for tourists is a long-term project which requires considerable and sustained investments to achieve the required functionality, richness in content, ease of use and, above all, utility. At present, the GIS-based information services of "Verona fortificata" are in the prototype stage, though have potential for future business development (e.g. sponsorships).

The experiences of UVAM are of interest to many other towns that are planning or have already started similar projects. Some of their technical results can also be transferred or easily reproduced because open-source software has been used to develop the map-based information services.

The developers of "Verona fortificata" have observed as an important effect of the project that departments of the municipality have become more aware of the relevance of available content and databases. Moreover, organisations such as the tourism promotion office and some tourism agencies have become interested in GIS-based information services, as they would allow for offering more comprehensive and dynamic services.

Beside local effects, "Verona fortificata" also has contributed to raising the recognition of fortified historic towns across Europe and the challenges and opportunities their heritage of military architecture presents for the future development of these towns.

## 5.1.3 Field of action "Promoting economic development"

One major component of an integrated revitalisation of historic city centres is to ensure a prospering local economy. This generates wealth, jobs, income and gives life to the historic quarter and also constitutes one main function for the architectural heritage. Within an integrated urban development approach, the main challenge is to develop new, sustainable approaches to economic development by using the specific existing development potentials of the given territory for creating new market opportunities, generating positive benefits not only for the local economy, but also for social inclusion, urban environment as well as the urban form.

To strengthen the local economical development, it is important to identify and mobilise the diverse economic opportunities from the existing development potentials of the built-cultural heritage. Respective approaches thus should be built on two interrelated issues:

▶ How to create additional economic opportunities from existing development potentials of the built-cultural heritage?
▶ How to support 'traditional' activities to respond to recent challenges and remain in the historical centre?
▶ How to enhance economic opportunities through specific economic support instruments?

Mobilisation of resources for revitalising the economy of historic centres is also a question of agency (developers). Traditional economic promotion policies were often mainly oriented towards attracting bigger investors or in reacting only to the needs of bigger local enterprises. This does barely work for historic inner-city structures without disrupting the existing heritage. Moreover attracting big investors in general is becoming increasingly difficult. For historic SMESTOs small-scale economic activities seem to be more suitable. Therefore, economic promotion policy has to be redirected, in particular targeting smaller businesses and the endogenous potentials.

Another question historic cities have to answer in their revitalisation approach is how to develop a dynamic and sustainable economy within the historic structures, using the specific cultural heritage potentials. The specific economic value of historic urban structures is more and more perceived as an important soft location factor as well as development potential for new economic

activities. However, the cultural heritage of historic cities is not just a soft location factor, but also a opportunity for developing new or additional economic activities. Local authorities can play an important role in identifying these opportunities and also in assisting the local economic actors in introducing new (business) uses by employing various tools such as:

- Financial support to existing enterprises and start ups;
- Non-financial support by guidance, consultation, mentoring and coaching services;
- Setting up networks between entrepreneurs;
- Qualification and training measures;
- Information, promotion and marketing;
- Adapting local regulations and administration to the need of the local businesses.

The competitive advantage of a historic city comes from the capacity of each territory to organise their (endogenous) potentials in order to realise products of high quality and added value.

**Sopot: A 'good practice' example for developing the cultural heritage**



Sopot has a relatively short history as a town – it gained town status in 1901 –, however, the emergence of its reputation as a leisure and spa resort and the accumulation of the heritage that rests on this function goes back to centuries. Local development was influenced highly by the powerful merchants of the neighbouring Hanza-town, Gdansk. The tranquillity and the beauty of the landscape attracted well-off city dwellers who raised manor houses, centres of leisure and also of cultural and social life from the mid-1500s on. Despite the subsequent turmoil in Polish history, this resort function was preserved and developed (new manor houses, inns, guest houses, parks, etc.). Although the vicinity of

Gdansk as a gate to the Baltic Sea had disastrous effects on the surrounding area[32], the spa resort function was preserved and enhanced even in the partition period. Moreover, in the 19th century, local infrastructure was modernised and new functions were developed (spa houses, theatre, the wooden pier, tennis courts, etc.) that largely supported the spa character of the area. Due to such developments, Sopot became an increasingly urbanised area with a growing population[33] and a lot of visitors who outnumbered residents by 1901[34].

World War II hit the town heavily in social and physical terms. However, the recovery was relatively rapid due to the influx in Polish population and the cultural events that rested on local institutions and suited the spa functions. Although Sopot was the smallest of the Gdansk-Sopot-Gdynia triple-cities and was so definitely in a non-favourable position in the centrally planned system[35], the town was targeted by housing and institutional developments. Sopot could not avoid the construction of blocks of flats and population growth, but its built heritage remained largely intact. In 1979, Sopot was recognised as an urban complex of monuments and local heritage was put under the protection of national conservation law.

In the transition period, the built heritage, natural resorts, the reputation of the town, and local cultural life was re-interpreted and increasingly considered as an asset for local economic restructuring. The discussed potentials were framed by the concept for the development of Sopot as a spa resort that was supported by granting the city spa status in 1999.

Challenges for economic restructuring in Sopot

In the early 1990s, Sopot was suffering from demographic decline (ageing) and structural problems inherited from the centrally planned system, such as the erosion of the urban economic base, rising unemployment, deficiencies of urban infrastructure, decay of the housing stock, and also from environmental and traffic problems. As far as the historic centre is con-

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[32] The Sopot area was devastated several times, e.g. during the Napoleonic wars.

[33] 1826: 570 residents; 1901: 10000 inhabitants.

[34] Before World War I, Sopot was part of the expanding leisure industry in Europe, visited by more than 20,000 health-seekers annually

[35] The logic of the centrally planned (hierarchical) redistributive systems favoured major industrial cities to smaller central cities due to ideological and economic (efficiency) reasons.

cerned, the municipality was faced with conflicts raised by ageing, declining social status, the decay of historic buildings and sites, and furthermore with the increasing pressure of major developers and the consequences of their activity (i.e. problems stemming from mixed use and rising property prices). Thus economic restructuring and preservation of cultural heritage had to be managed under the rapidly changing conditions of the emerging market, shaped primarily by non-local agents (e.g. by major developers, non-local owners and tourists).

Relevant local responses were hindered by deficiencies and contradictions inherent in the national regulatory system (related to revitalisation), which were rooted in the rapid post-socialist transition. National policies and institutions concerning revitalisation are still lacking, while the regulation system was (and still is) highly fragmented – competencies are shared amongst national/ regional/ county/ local levels[36], and a cross-sectoral approach is lacking –, which is a source for conflicts between towns (e.g. the side-effects stimulated by economic development in Gdansk, such as increasing traffic, pollution by large-scale developments in the outskirts of Gdansk, and the competition for investments in services in the case of the 'Triple City'[37]). The legal framework for involving private agents in urban development is also lacking and the framework for social participation has not been defined either[38]. Due to the deficiencies of the funding system – the PPP framework has not been defined in the new Planning Act (2003) –, bureaucratic barriers for investments and insufficient local resources, planning and implementing a revitalisation program should be considered as a challenge in itself.

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[36] The revitalisation process is planned locally, controlled at regional level and granted by the (national) Ministry for Economic Development.

[37] The 'Triple City' includes the spatially and functionally tied urban areas of Gdansk, Gdynia and Sopot.

[38] Participation is guaranteed only in the first – planning – phase of revitalisation.

The spa concept as a framework for revitalisation schemes, setting the framework for economic development, physical renewal and its impact on the local property market and the planning process

In 1997 a complex revitalisation program was accepted and incorporated into the local Strategic Plan that aimed at the recovery and the development of the spa status. Revitalisation in Sopot rested on this concept and the implementation was supported by gaining the spa status (1999), which also defined a specific framework (environmental conditions) for economic development. The programme included significant steps towards the improvement of physical conditions in the historic centres, such as the modernisation of the historic housing stock (housing conditions and infrastructure), managing social problems (declining social status, ageing, crime) and the enhancement of service functions (retail, tourism) in the historic centre. The programme introduced pioneering methods for encouraging renewal and involving private (primarily residents') and public resources in the process in various ways, such as:

▶ Offering partial (up to 30%) reimbursement for complete refurbishment of historic buildings (primarily targeting tenant management organisations);

▶ Providing preferential loans (5-6 years) for complete refurbishment with the participation of the municipality (to the proportion of municipal ownership);

▶ Supporting façade renovation (by partial reimbursement) that targeted tenement houses.

Financial schemes were set up to improve living conditions for tenants of historic buildings of mixed or municipal ownership. As a result, living standards were improved; moreover, the milieu has changed for living as well as for running

businesses and attracting visitors. In this way, physical renewal was a significant step towards attracting investors and re-constructing (stimulating) spa industry, which was marked by revitalisation schemes, including residential and also commercial functions introduced by major (non-local) developers.

Although the unemployment rate was declining, wages were rising and the revenues of the municipality were increasing due to increasing investments (particularly in tourism-related services and properties) in the 2000s, new social problems were emerging, being raised by economic restructuring. Such tensions manifested through the mechanisms of the local property market: Due to developments in tourism and the increasing demand for 'second homes', prices were increasing rapidly. As a consequence, some of the population (those renting apartments or business premises) in the areas that have risen in prestige is crowded out. As paternalism has survived, many look to the municipality for a solution to all their woes. However, municipalities have rather limited resources due to the privatisation of state-owned apartments and the fact that purchasing construction sites needed for the construction of council houses is rather difficult as the prices of such sites have been pushed up by revitalisation. Apartments built by investors who are attracted to towns are unaffordable for the local population; in addition, they also push up prices, forcing the young entering the housing market to move out of the city. Therefore social conflicts raised by the revitalistaion process itself had to be managed.



To deal with the discussed problems, the revitalisation plan was adjusted to the changing conditions, considering the needs of residents and also of other users of urban space. To understand different needs and problems and reconcile divergent interests, the planning process was built upon the involvement of stakeholders: Citizens, local organisations/institutions and the municipality, which was largely supported by

tenant management organisations. Furthermore revitalisation models worked as 'best practices' locally, enhancing not only the image of the town but also the public awareness of (and responsibility for) the cultural heritage and its values.

Introduction of the integrated revitalisation programme

Revitalisation schemes paved the way for economic development by improving business infrastructure and milieu, particularly for services that rely on the spa function. However, economic growth, the changing social structure (due to the rising number of 'second homes') and urban space re-shaped by developers raised the need for a Local Revitalisation Programme (LRP 2006) that integrated cross-sectoral issues and covered the town as a whole. Development priorities were fitted into the spa concept and the issue of economic regeneration prevailed inherently and also explicitly in the planning and implementing in the new phase of revitalisation by:

▶ Providing property and infrastructure for local businesses (a key issue, due to rising rents);
▶ Promotion of free education and consultation services;
▶ Activation of young people (thus, preventing their emigration to major cities);
▶ Including informal economy in the formal one.

The new LRP (framed by the local Strategic Plan, Strategy for Pomerania Province and Pomerania Province Tourism Development Strategy) focused revitalisation into particular (functional) zones. Although a zone for spa functions was defined separately – proposing the development of auxiliary facilities for spa services, traffic calming for improving environmental standards, improving security, and water (flood) management for this area – the revitalisation plan included further (3) zones for physical improvement and economic development that suited the concept of economic restructuring built upon culture, leisure and health services such as:

▶ Modernisation of the opera house (a symbol of local culture and history, and a scene for international events, Zone 4);
▶ Construction of sports and entertainment facilities; renovation of the Hippodrome; creation of a business incubator (Zone 3);
▶ Continuation of the renovation of historical buildings and sites; improvement of the quality of public spaces; construction of a new railway station (Zone 2).

The development of the railway station area is considered as a key issue for improving the quality and enhancing the range of local service business milieu in the LRP. The poor conditions of the whole area raised complaints by residents and users who urged intervention. Re-planning the use and the structure of the area was driven also by the logic of the market, i.e. by the unused potential of the building and its surroundings. The area – which is under the protection of conservation law and located only 5 minutes walking distance from the main pedestrian area – is designated primarily for a mix of business activities, including retail, catering, hotels and offices. The scheme is focused not only on gaining additional space for new service development, but also the reorganisation of traffic and extending parking facilities. However, the mixed ownership of the area – owned in equal proportion by Sopot municipality and the Polish Railway Company (PKP) – made the decision-making process slow and difficult. Thus the owners firstly made an agreement on the revitalisation and on the appointment of an investor for the project. As a result

▶ A new architectural concept was made for the area, adjusted to specific technical and financial conditions; it included a plan for new land use (e.g. construction of new buildings, housing, hotels and commercial functions), development of public spaces (e.g. the extension of green areas) and re-organisation of the traffic and parking system. The plan was discussed by the public through the channels of media and opinions were also tested through a questionnaire survey, which was processed and formed into general guidelines for the future investor.

▶ A financial analysis of a PPP model was elaborated which rested on the architectural plan. As a result, a joint enterprise of the municipality, the PKP and a private investor was proposed. The owners provided land (site) for the development (gaining profit by the realisation of the project) and the developer was to provide capital for (re-)construction, gaining profit from running and/or selling the new facilities. The PPP scheme was also discussed publicly and largely supported due to the transparency (trustworthiness) of the planning procedure and to the economic rationality of the plan.

A series of steps toward revitalisation that aimed at physical renewal and also at economic recovery were framed by the spa concept that relied highly on tangible and intangible assets – natural environment, buildings, spaces, image, milieu

– that might be labelled as 'local cultural heritage'. Sopot adopted and integrated approaches to revitalisation as early as the 1990s, which came to be considered as 'best practice' in Poland. However, the conceptualisation of revitalisation steps (fitting them into a well-defined vision), the permanent adjustment of the revitalisation plan to the changing conditions, furthermore framing the cooperation of public and private agents in urban development (despite the facts that legal conditions are insufficient) and the involvement of residents in the planning and implementation process should be taken as 'best practices' by other European cities, too.

Due to macro-economic processes, local assets and also to revitalisation processes, Sopot was increasingly embedded in the international flow of capital and people in the 2000s. Unquestionable economic successes are attributable, in addition to tourist attractions, to this revitalisation approach. Sopot is a good example also in the sense that – in a socially sensitive environment at a time when adjustments had to be made to the significant changes of post-socialist transition – such rapid successes also generate conflicts themselves, posing another challenge to the local government. To manage economic growth-led conflicts, local autorities are planning to set up an agency that would act as an intermediator, facilitating apartment swaps and tackling conflicts originating from replacement. However, the municipality lacked the bargaining power (a consistent policy and planning background that should have supported it) and local alliances were also too weak to be able to tackle the conflicts raised by the post-socialist transition and the pressure of global agents. Nevertheless, the municipality is making on-going efforts to encourage social participation and bringing various interests in revitalisation in line with each other.

### 5.1.4 Field of action "Activation of private funding"

Revitalisation processes are extensive processes of valorisation which require substantial capital expenditure. Of central importance are private investments: As in the past, they also shape the physical design and use of the cities. Historic city centres represent spaces that have developed over centuries. These spaces have been designed by many private stakeholders according to their possibilities and needs. Sustainable securing and continuation of this type in the context of integrated approaches to revitalisation are therefore also dependent on the support of many private stakeholders.

In principle, state and society are responsible for the built-cultural heritage, the preservation of which lies in the interest of the public. But state and municipality cannot take on responsibility for the preservation of private property. By motivating the relevant private stakeholders, however, and by creating cheap conditions for the owners, private investors can be won for the process of revitalisation. What is therefore needed are knock-on-effects for private capital to invest money in the context of integrated approaches. It can be seen in many places that a truly extensive dynamic for investment in city and town centres only happens when one succeeds in motivating private owners in the respective quarters to become financially active.[39]

Here, it is not so much the big outstanding projects of individual commercial-professional investors which can contribute to steadying revitalisation. It is rather the large number of small and medium-sized projects by "ordinary" house owners which achieve the stronger effects when they realise their personal interests, use their capital for preservation, restoration and use or rent out the historic building stock. This way, they are of greater service to the concerns of revitalisation.

The following example shows a quite well developed practice of a collaborative private funding system supported by national and regional public means. Although the economic situation (and therefore the capacity of public finances) in Germany is not comparable with that in many other transformation countries, there are nevertheless a lot of aspects which can be recommended as an orientation towards a promotion and activation of private funding in the course of integrated revitalisation processes.

**Germany: A 'good practice example' for public-private funding of urban development**

Challenges and objectives

In the 1950s and 1960s, criticism of western German urban development came from very different sources and interests. In the face of physical-functional deficits, local politicians, urban planners and citizens worried about the historic cities' future functional capability as a structural and social commonwealth. Representatives of the economy in turn were afraid to lose their competitiveness because of the outdated infrastruc-

tures.[40] Sovereign local planning often failed because of two circumstances: On the one hand, one-sided, market-oriented land division lead to public and local activities which were meant to improve urban areas being at the mercy of private financial interests. In most cases, the municipal households on the other hand did not have the necessary financial means with which further supervision could have been achieved.

Only in the late 1960s and early 1970s did policy succeed in finding a solution to this complex task in the form of a series of new laws and the introduction of funding for urban development. The latter has since been modified and developed further several times; its basic features, however, remain the same. It was able to prove its benefits in an impressive way. Today it has a decisive impact on the area of politics within urban planning in Germany.

The objective of this system designed to support urban development through the state is the activation of the urban-cultural and socio-spatial upsurge in the cities. Apart from the preservation of the historic building stock, this also includes the latter's continuous further development in order to also make the cities attractive places and vital centres of people living together in future times. The main concern of urban development funding therefore is the support of an urban renewal in the city centres that is oriented towards preservation and which is built on the city's already existing resources and values.

Urban Development Funding since 1970

In 1969, the possibility for the conjoint funding of investment in urban development by the Federal Government and the Federal States opened up: the legal institution of "Federal Financial Aid" was incorporated into the constitution. This institute supported particularly important investment into the Länder and municipalities.[41] From the very beginning, special investment stood at the centre of attention which was needed for the urban renewal and development of cities and municipalities.

For this purpose, the Act for the funding of urban development was passed in 1971. With this bill, the Federal Republic for the first time had a legal instrument for systematic urban renewal which at the same time included new opportunities for financial aid from the state being used for cover-

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[39] Cf. Bundesministerium für Verkehr, Bau und Stadtentwicklung; Bundesamt für Bauwesen und Raumordnung (ed.) (2007): Private Eigentümer, p. 1; Holstein, A. (2007), p. 67-78 (78).

[40] Cf. Eltges, M.; Walter, K. (2002), p. 11.
[41] Cf. Artikel 104 b Grundgesetz.

ing the costs in municipalities.[42] This law opened up the path for the basic principles of redevelopment and development measures in urban planning which are still valid today:

**1) Sovereign authorisation**

The sovereign authorisation of joint redevelopment measures in one or more quarters according to a single concept became necessary because the coordination and organisation of this process through voluntary private enquiries was almost impossible to realise. The owners still have the right to participate and get compensation; however, they cannot veto the municipality's vote for or against overall redevelopment measures. Decisions about the redevelopment of one's own house are of course excluded from this.

**2) Sovereign supervision**

For sovereign supervision the local public administration was equipped with appropriate instruments to execute measures such as the right of approval and the right of inspection and instruction. It is also allowed to use external (commercial) support for urban renewal.

**3) Public funding**

Public funding which was enabled in 1969 by the above-mentioned constitutional change is implemented with the appropriate participation of the Bund (federal government), the Länder (regional states) and the municipalities. Because of the use of public money there is a mediumterm rise of the value of land in the quarters concerned. Therefore, the Act provides the opportunity to transfer the added value of individual lots back from the owner to the local authorities as a fee to cover the cost of the overall redevelopment (revolving fund).

In the beginning, putting the new Act on funding urban development into practice was based on contemporary ideas of mainly tearing down old buildings and replacing them with new ones. [43] But in the later 1970s, the strategy of careful revitalisation became more and more important, though first only in selected historic old towns like Bamberg, Regensburg or Lübeck. Under the influence of the European Year of Architectural Heritage in 1975, which had the motto: "A Future for Our Past", there finally happened a nationwide extensive change of paradigms – just like in the other Western European countries – towards a form of urban renewal that is sustainable and based on the existing stock of buildings, which is still implemented today.

The funding of urban development as a collaborative task

The funding of urban development is a collaborative task of the Bund, the Länder and the municipalities. The principle of funding is that the Bund and the respective Land give the same amount of financial aid to a project which they consider worth funding. The local authority gives a further sum of money which then adds up to the total amount of money disposable.

The system of urban development funding presently includes several programmes with specific objectives:

▶ **Programme "Städtebauliche Sanierungs- und Entwicklungsmaßnahmen" ("Urban planning redevelopment and development measures"):**
Preservation and modernisation of buildings and improvement of the living environment in the cities and municipalities as well as revitalisation of city centres and city district centres

▶ **Programme "Städtebaulicher Denkmalschutz" ("Urban Planning Preservation of Historic Monuments"):**
Securing and preserving the building stock in historic cities which is considered worth being listed and the structure or function of which is endangered

▶ **Programme "Stadtumbau Ost" / "Stadtumbau West" ("Urban Restructuring East"/ "Urban Restructuring West"):**
Reduction of high quotas of empty houses and upgrading of cities as places of living and business locations

▶ **Programme "Soziale Stadt" ("Social City"):**
Support of quarters which are at a disadvantage from the socio-economical point of view with a high unemployment rate, low levels of education and deficits in urban development

▶ **Programme "Aktive Stadt- und Ortszentren" ("Active City and Town Centres"):**
Preservation and development of central supply areas in the cities as locations for economy and culture as well as places of residency, work and life

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[42] Cf. Eichhorn, G.; Otto, K. (1996), p. 478.
[43] Cf. Kiesow, G. (1996), p. 40 ff.

Many of the programmes mentioned are concentrated on measures to preserve and improve existing buildings in the vulnerable city districts. Individually or in combination with other grants, the funded investment should support the districts' evolvement not only from the structural but also from the ecological, economic and social point of view. Its special quality lies in the connecting, „integrating" approach to urban development funding which allows the bundling of means from different programmes. If they are combined in a creative way, special incentives and effects for added value can be gained.

In order to achieve this, urban development funding supports in a particularly goal-oriented and district-related way investment measures for the redevelopment of buildings and structural facilities and for the improvement of social cohesion or the upgrading of public spaces. This way, 21 billion € have been invested which funded development in 2100 urban quarters.

The municipalities get urban development funding from the Bund and the Länder in the form of grants. With these grants they can award individual owners and investors financial aid or loans. Considered worth funding are the following so-called non-profitable costs: These are the owners' expenditures which are not covered by income from redevelopment or other sources. Once a municipality has been accepted into one of the programmes of urban development funding, owners and investors who want to implement a project in the respective area can then apply for a grant at the local authorities. The granting of financial aid then depends on the question if and how a project lives up to the city's urban and structural as well as socio-spatial objectives at the concrete location. In order to answer this question, every programme of the urban development fund disposes of so-called facts for funding which are in the end the decisive criteria for later funding.



What all programmes have in common is that they refer to individual areas in a programme-specific and socio-spatial way. This means that the assignment of a legally-defined type of area (e.g. area of redevelopment, area of preservation or area of urban restructuring) by the municipality is the overall precondition for the granting of money to the projects within the area.

Urban development funding as integrated approach to politics

A conclusion of urban development funding since 1971 shows: The structure of the programme, its objectives and application have proven themselves. That the urban development funding Act and its joint programmes have sufficient flexibility can be seen by the different emphases of urban regeneration strategies of the last 30 years, which have changed many times. None of the strategies supported by the programme, however, have considered the mere physical removal of structural deficits to be sufficient; neither were they satisfied with ordinary infrastructure planning. The centre of attention has always been an integrating understanding of infrastructure as a socio-cultural network too, which has to comply with the demands of production techniques as well as peoples' different preferences in relation to value. The majority of the revitalisation processes realised so far according to the urban development Act have in this sense placed their emphasis on measures which improve structures, are socially acceptable and create new functions or revive old ones.[44] Nevertheless, there is still the endeavour (and the potential) to increase the degree of integration between these urban development programmes – which is already done successfully by single Länder which hold a certain independency with regard to the regional implementation of the programmes. Another positive effect of this collaborative model is also the pressure exerted on the relevant levels of the Bund, the Länder and municipalities to find a consensus.

The financial aid of the Bund and the Länder for the funding of urban and structural measures has also proven itself as an eminently important factor for structural policies, economic stabilisation policy, and employment and tax policy in Germany: Of all public funding areas, urban development funding generates the strongest effects in relation to motivation and bundling of further public and private investment (among them mainly private enterprises), connected to

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[44]  Cf. Walter, K. (2002), pp. 517-525 (523).

precise targeting of objectives on the sectoral and regional level. This has already been proven by a number of reports.[45]

Accordingly, 1 € of public urban development funding, conjointly paid by the Bund and the Länder, has created almost 6 € of further private investment. If one takes into account all further public and private investment instigated by the use of urban development funding, the ratio is 1:8 – this means that 1 € of urban development funding by the Bund and the Länder creates 8 € of further public and private investment.

The labour-intensive arrangement of revitalisation measures (building sector, restoration) also leads to the effects on employment being considered as the comparatively strongest ones.[46] Research has shown that urban development funding is particularly characterised by its very efficient impact on structure and employment in small areas: more than 90% of construction measures are generally being carried out by companies from the region or from the respective municipality.

State support for the urban development

It has become clear that it is particularly the financial aid provided by the state which creates an appropriately constructive policy of revitalisation on the level of the Länder and the municipalities. The future of the cities is considered to be the state's responsibility. Without this commitment, finances available for revitalisation would be less, even in the richer Länder; in a majority of municipalities the sovereign revitalisation would need to be restricted significantly under these preconditions or it would be eliminated altogether, which would compromise the quality of life in the cities. Without the financial support of the Bund and the Länder, these cities and municipalities would hardly be able to fulfil the tasks of revitalisation. Nevertheless, many cities make an effort in maintaining their own (small) local funds for revitalisation purposes, thus demonstrating that even local communities can contribute to an activation of private funding.

In order to achieve the evolvement of a sustainable effect of revitalisation in the cities, the state's commitment to financial participation is imperative in the end. It needs to be embedded

in a legal and organisational frame which is reliable for the stakeholders and which ensures a continuous process. At the same time the opportunity for a future-proof supervision of revitalisation according to integrated planning opens up for the municipalities. With it, the securing of built-cultural quality as well as social and environmental compatibility of revitalisation processes can be ensured.



### 5.1.5 Recommendations

Small and medium-sized historic towns seek to leverage their capacity in making effective use of their cultural heritage within an integrated and sustainable urban development, emphasising their character as vital town centres. In this connection, a balanced mix of functions and a sustainable economic development as well as the creation of a distinct, innovative and also sustainable cultural tourism environment seems imperative. For that purpose, special attention should be paid to the following:

▶ Understanding the needs of different user-groups of city centre spaces can ensure integrated, cross-sectoral planning practices. Planning spaces for those who live, work, invest, and consume in the city centre requires the identification of user groups and the 'mapping' of their diverse expectations and needs – with particular attention to supporting the enhancement of 'living' functions and the identification of corresponding user groups, i.e. young couples and the elderly. For fostering social life, private and public spheres of urban space have to be balanced, public spaces have to be 'furnished' accordingly and 'landmarks' have to be preserved for the public: these are key issues. Training for conflict management/ revealing conflicts can support an open, 'tolerant' and 'welcome' atmosphere. When planning a '24-hours- city'/ a spatial as a well as a time-based land use planning and regulations must be considered,

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[45]  Cf. for example: Deutsches Institut für Wirtschaftsforschung DIW (ed.) (1996); Arbeitsgruppe Stadt + Dorf (ed.) (1997); Rheinisch-Westfälisches Institut für Wirtschaftsforschung (ed.) (2005).

[46]  Cf. Fraaz, K. (2002), pp. 547-550.

based on reviewing the use of city centre space during the whole day, and a map of conflicts drawn from this review.

▶ The diversity of land use has to be supported by: Introducing an integrated plan for living, working, social life, flows, education, leisure and consumption as well as by developing a coherent (cross-sectoral) system of regulations on development and operation of functions; furthermore, by working out a concept that rests on a series of small-scale implementations; by supporting sustainable schemes (uses) for 'vulnerable areas' of the city centre ('secondary sites for business/office and retail use); through the development of a sustainable traffic management and public transportation system as well as more efficient and energy-saving systems in the public amenities; through the development of a system of park-and-walk (small towns) and park-and-ride systems (medium-sized towns); by planning service amenities (and good accessibility of those) for residents who live in the city centre; and finally by introducing schemes on improving safety (e.g. 'eyes on the street'; planning 'readable' spaces).

▶ For creating a cultural tourism environment, it is necessary to understand and promote cultural assets to 'sell'. This requires the identifying and involving of the different local social groups (according to race, ethnicity, gender, age etc.) that can be the creative 'producer' of cultural tourism in the city (to create a multicultural environment in case of medium-sized towns with different minorities and/or migrants; and to create a 'specific' cultural atmosphere in the case of small, less diverse historic towns). It is important to define their special knowledge, skills, 'values', 'products', interests and wishes in developing cultural tourism. Through cooperating NGOs in particular the course of this association of these groups learn about each other and about marketing policy – which will encourage them to elaborate a common strategy (especially in post-socialist countries with a premature stage of civil society). Furthermore, the elaboration of a cadastre of the material elements of the cultural heritage that can be used for cultural tourism (buildings, institutions, parks, greens, events etc.) seems to be useful (with special regard to ownership conditions in some post-socialist cities where these are uncertain).

▶ From the viewpoint of cultural tourism, there are important competitive advantages of the historic SMESTOs that should be defined and reinforced. Especially in comparison to nearby large, overcrowded historical cities, the competitive position and distinct experimental values should be defined (e.g. 'slow town' approach in small towns, 'cultural quarter' strategy in medium-sized towns). Developing intraregional accessibility supports regional cultural tourism clusters.

▶ For developing the historic city as a centre of cultural tourism, it is necessary to build up partnerships with others in the SMESTOs' region as well as with other historic SMESTOs; on the basis of common interests, these rural-urban/regional and interurban networks can serve for joint marketing, events like thematically focused festivals etc. and also for learning best practices. Partnerships also allow the promotion of cultural routes and tourism embedded in the region (creative programmes relating to local and regional cultural themes, local/ regional products like music, culinary culture, handicrafts; quality shops of regional producers etc.).

▶ Aim at gaining a distinct position on the cultural tourism market: The competition on the cultural tourism market is high and still growing. However, there is a considerable convergence in the strategies cities use in their cultural tourism development because of a widespread borrowing of concepts that seem to be successful elsewhere. Instead of an innovative "place-making" that stimulates culturally creative people and attracts purposeful cultural tourists, the result is a growing number of rather sterile and inflexible tourism spaces. Typically these spaces reproduce stereotypical notions of culture and reinforce passive cultural consumption patterns. In order to stand out, historic towns should use a distinctiveness strategy, i.e. define, develop and market distinct experiential benefits. The implementation of such a strategy should not only create an attractive offer for tourists but also benefit the local people.

▶ Promote collaboration for a high-quality and sustainable tourism environment: To develop a distinct, high-quality and sustainable tourism environment requires promoting collaboration among local and regional organisations and businesses who share a common understanding and responsibility for realising such an environment. Besides revitalising historic

resources, it is also important to foster innovations in quality retail, accommodation and gastronomy, events such as festivals, creative tourism programmes, ICT-based services, and creative cultural businesses. Building on existing local and regional strengths as well as innovative elements is important to ensure the confidence of stakeholders in the town's future, help retain talented people, and attract inward investment of new businesses.

▶ Proactive cultural heritage and tourism management for sustainability: The typical consumption patterns and potential negative impacts of cultural tourism make a proactive heritage and tourism management by regional and local authorities and site managers a necessity. The heritage site and the host community should be the most important stakeholders in tourism development. Protecting the site and the quality of life and work of the local people is essential for sustaining tourism in the longer term. The sustainability of heritage sites in environmental, social and economic terms should be high on the agenda of policy-makers at all levels. While tourism is often seen to threaten heritage sites through unsustainable use levels, it also is important for their long-term viability. As the different purposes of heritage sites (preserve) and tourism organisations (exploit) will often be in conflict, mutual understanding, partnerships and cooperation for sustainability will be the best way of preparing the ground for acceptable tradeoffs and sustainable solutions.

▶ The utilisation of the built heritage helps promote the economic restructuring. Based on the monitoring of structural changes in 'traditional' service sectors of the city centre, a definition of economic activities to be promoted in the city centre should be made and be embedded in local and regional economic development strategies (including the property market). Constructing a new image of the city centre as a place for business can be supported by a new interpretation of city centre assets; furthermore, by working out mutually worthy contracts (models/panels for particular cases) for community (municipality) and business agents; by defining the frames of redevelopment schemes for vacant and derelict areas to attract new activities; and by employing a moderator for mediating between local authorities and businesses.

▶ Creating a vibrant environment in city centres helps attract capital and highly skilled labour. This process needs to be strengthened by: Elaborating a concept to promote economic restructuring/ defining of the role of the historic centre; through efforts to cut bureaucratic procedures for business developments that fit the local economic and urban development strategy; by supporting the emergence/ development of cultural and creative industries/ reviewing local agents and assets (e.g. historical brands); by building up a regional network for enhancing the basis of such industries; and by an elaboration of guidelines for the cooperation of agents. It is necessary to review the potentials of knowledge economy and the potentials of marketing the cultural heritage as a 'soft' location factor for knowledge-based industries. To improve the business-related communication in the city centre, there are two matters of concern: The development of an efficient business infrastructure, based on a mapping of the needs of business agents. And the improving of language and communication skills of all agents involved (local businessmen; officials; the staff employed in the city centre).

## 5.2 Combining the protection of built-cultural heritage with modern urban life

For the sustainable protection of their built-cultural heritage, the cities are depending on ensuring future-proof and adequate functions in their historic quarters and buildings. Only a continuous and economically stable use guarantees the maintenance and thereby long-term preservation of historic buildings and structures.

In the individual case, this is about carefully adapting the building's physical form to the changed economic, social and demographic conditions and about the question to what extend the building is environmental friendly. These considerations and measures need to take place in the course of an upgrading of the historic stock that lives up to the important character of the cultural heritage and the historic cities unique identity. It is not about the conservation of a particular status quo or condition or about a one-sided reconstruction of historic city- or townscapes but rather about influencing urban processes of development and change in such a way that the historic parts are revived without deforming restructuring measures and by maintaining the built-cultural heritage. Only a successful adaptation can guarantee the permanent preservation of the built-cultural heritage and thereby the cities' continuity.

The handling of historic stock as part of buildings and areas therefore needs to comply to the given rules on how to deal with architectural heritage or areas as well as modern demands of use. The objective is to create a balance between preservation and renewal, between protection and modern use. This way, the process of adaptation also always includes the duality of continuity and change.

However, there is no overall recipe for where to put the emphasis with these principles – the respective structures and buildings, their values and individual perspectives of use are too diverse; the latter are also immediately dependant on overall tendencies of economic and social development. In order to adapt the historic stock structurally, only individual solutions are acceptable. However, the philosophy of equilibrium, the requirement to integrate preservation and renewal nevertheless demands an overall applicability for all historic cities.

### 5.2.1 Field of action "Urban architectural and cultural heritage"

With their buildings and structures, historic cities on an overall level often already represent ensembles of listed monuments and buildings. In addition, they also always include a high number of individually listed buildings of a particular value for the overall ensemble. They act as irreplaceable focal points for the process of forming the city's overall identity. Because of their status as listed building, such objects enjoy a protection that reaches even further: Changes in their structure, often also inside, are mostly subjected to the requirements of conservation.

Under these circumstances the search for alternative use and adequate redevelopment concepts for these buildings is not easy. Especially their listed status requires a sensitive handling of the stock. If their layout, development or spaces do not comply to today's demands of use, the monuments' office needs to be involved in order to find individual solutions. Depending on the stock's quality and present demands, very different creative approaches can be realised here. They can include strict scientific conservation or restoration, sensitive repairing and adaptation as well as contrasting additions.

Every use of protected historic buildings which wants to preserve the authentic building stock in this sense and therefore be "compatible" needs to be measured by the performance of the historic building.[47]. The aim is to find equilibrium in the sense of a concept for use which is compatible with listed buildings or – in turn – redevelops listed buildings adequate to their use. If this is successful, a listed building can unfold its potential for the effective revitalisation of its entire environment.

**Wismar: A 'good practice' example for protecting and re-using an historic quarter**

The historic city and its built-cultural heritage

The Hanseatic town of Wismar is situated at the bay of the same name in the Baltic Sea in the north-west of the Bundesland Mecklenburg-Vorpommern, half way between Lübeck and Rostock. It covers an area of around 41 km² and has a population of 45,182 (31.12.2006). The historic old town has 0,68 km² and 7,491 residents.

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[47] Cf. Pförtner, R. (2002), p. 89.

Together with the old town of Stralsund, the historic old town of Wismar was put on the UNESCO World Heritage list in 2002. With its medieval city layout, it represents up to the present day the ideal Hanseatic maritime trade city of the 14th century. Thanks to its harbour situated at the Baltic Sea and its location on the west-east trading route between Lübeck and the Baltic States, Wismar was able to develop dynamically since the 13th century into a city of long-distance-trade and seafaring.

From the mid-17th century to the beginning of the 19th century, Wismar was also the strategic and administrative centre of all northern German possessions in the kingdom of Sweden. Architectural, urban and structural evidence of this time can still be seen in today's cityscape. They document the connection between North European and German history.

The surviving building stock of Wismar clearly shows the political significance and the exceptional wealth of the Hanseatic towns of the middle ages. Especially Wismar's three monumental brick cathedrals offer a unique built-cultural cross-section of the famous ecclesiastical architecture of the Hanseatic towns in the southern Baltic area. The interplay of monumental architecture and the citizens' building blocks which are divided into small sections is characteristic of this. The small, deep lots of land which go back to the 13th century have been preserved over the centuries almost without change. Today, this structure is extraordinary proof of the urban and structural development of Wismar and the entire Hanseatic League as well as of the development of their social and economic history.

Local challenges for revitalisation

The preservation and development of the built-cultural heritage in Wismar is presently facing challenges which are the result of an accelerated socio-economic and demographic structural change in the eastern German Länder as well as of the mortgages of urban planning in the former GDR (former East German state).

In the state-directed economy of the GDR, the area-wide restructuring of the building sector towards industrial production and installation since the 1960s resulted in investments for individual preservation of the building stock in old houses being almost non-existent. All resources had been used up for the new large housing estates on the outskirts of the city. Towards the

end of the 1980s, the old town was in a critical condition: The residents had left the quarters; many historic buildings were already empty and waiting to be torn down.

After the Unification in 1990, a far-reaching change was introduced to urban development. The preservation and careful upgrading of the old town's historic stock now became the objective of urban policy. This way, the old town's structures could actually be saved up until today. Since 1999, the number of inhabitants is even rising – mainly young people and families are drawn to the old town. The majority of the historic buildings could already be redeveloped in a way that complied to their status as listed buildings.

But in many cases, redevelopment still needs to take place. Particularly valuable listed buildings with high demands on the good quality of preservation measures and strict regulations as well as the continuing economic malaise of Mecklenburg-Vorpommern led to the absence of private investment in those cases. Important buildings in the old town are still empty; some of them are therefore facing decay in the long run. Their built-physical and functional condition prevents contemporary use. To some extent, individual areas of waste land interrupt the coherence of the world cultural heritage.

What is needed therefore are sensitive architectural, urban and structural concepts for the individual treatment of Wismar's built-cultural heritage. This includes owners who are ready to invest and show willingness to cooperate as well as innovative concepts of use. The latter need to comply to the demands of restoring and preserving buildings and to the demands of urban development policy. At the same time they have to satisfy the changed requirements of users in the current structural change in a way that conforms to the present-day market.

## The project "Heilig-Geist-Quarter" (Block 26)

In the centre of the old town there is the so-called "Block 26", which, apart from the Heilig-Geist-Church from 1250, contains a number of further buildings with medieval origins. Among them are top-class listed buildings like the historic "Kaufmannscompagnie" or the historic Beguine convent, which can be counted among the city's most valuable buildings. The older houses in the adjacent streets can today be recognised by the position of their gables as since Baroque times, the long side of the houses were facing the street. The majority of the quarter's buildings was built before 1870 and has at least in parts a medieval building stock, for example in the cellar and some walls. This is why about 80% of the buildings as well as some very old trees inside the block are also listed as protected monuments in Mecklenburg-Vorpommern. They are thereby under special protection and need to be handled carefully when they get redeveloped and adapted to today's use.

Among the objectives of urban development policy in this area the following need to be mentioned first: The valorisation of an integral part of the world cultural heritage and the dissolution of the blocked situation in the heart of the old town by means of an integrated approach for the entire quarter as well as the abolishment of vacancies in the city centre. Embedded in these objectives is Wismar's basic ambition to create social and economic stabilisation of the old town by means of future-proof residential models as well as ecologically-oriented renewal.

## Preliminary planning

Based on an integrated urban development concept for the entire city and a management plan for the old town, which has been resolved in preparation for the application to be included on the UNESCO World Heritage list, a master plan for the Heilig Geist quarter was developed. It was commissioned by the body responsible for redevelopment, the Baugrund Wismar. As "Block 26" this quarter unites in an exemplary way the local challenges to revitalisation of the world cultural heritage in the total of 61 blocks of the old town's redevelopment area.

At the beginning of the project, about a quarter of the buildings were vacant. The fact that about three quarters of the buildings are publicly owned made it easier to develop a concept of use that went beyond the individual block and was based on the objectives of urban development policy. It was worked out in cooperation between urban planners, architects and project developers. Two guiding themes have been part of the concept from the very beginning: The intention to create a socially lively quarter that is oriented towards housing which encourages a good neighbourhood and the integration across generations by taking into special consideration the needs of elderly people. The model for this project was the concept "Aegidienhof" in the Hanseatic town of Lübeck, which was designed to this purpose. The building also has the status of UNESCO world heritage.

The **master plan** for the Heilig Geist quarter in Wismar contains the following elements:

▶ An urban and structural concept;
▶ A concept for the revival of the old town through special forms of housing encouraging a good neighbourhood, for example young and old people sharing flats;
▶ A legal and organisational framework for the underlying neighbourhood project as well as
▶ the project-related coordination of all the city's relevant administrative departments.

The concept fits into the overall "UNESCO world heritage" urban concept which has first priority in Wismar. This resulted in the necessity to develop a way of using the area which would suit the quarter's built urban and structural design and would fit into the concept of monument protection. During the concept's implementation, the intentions were accordingly:

▶ Preparation of a differentiating concept of use on the basis of the local situation.

▶ Identification of appropriate ways of use for individual buildings.

▶ Combination of the concerns of architectural heritage and environmental protection by using renewable energy systems in the course of redevelopment

▶ Integration of new ways of individual use in the block with the aim to develop a neighbourhood in the quarters which has the lively identity which is typical for the old town of Wismar.

Customised solutions for the historic building stock

In the next step a planning office developed further the concept for individual uses and worked out single redevelopment concepts for the respective individual buildings of the quarter. First of all it was discussed with the responsible city administrations as well as with the city's housing associations. The result of this process had been a model solution which on the one hand does justice to the ensemble's value as protected monument: In those areas where the historic appearance had maintained itself, structural interventions are mainly not to take place. Areas with unpleasant changes get reconstructed according to historic drafts and will be adapted to their original status. On the other hand, these solutions are adequate to the demands of contemporary use – on a functional, social and ecological level. Target group-related forms of housing were especially considered, for younger families or individual flat-sharing communities. This way, the demographic and social trend in Wismar was accomplished.

Because of their outstanding built-cultural and historic value, special attention was paid to the buildings Lübsche Str. 23 and 23a as well as Beguinenstr. 2 during the process of planning use and redevelopment. They present the biggest challenge to Wismar because they are owned by the city and have been waiting for years to be used and redeveloped – and at the same time they also offer a good opportunity to develop a differentiating and still integrated concept of use:

Different ways of use on the different floors of the individual buildings thereby became part of the socio-economic network of the entire quarter. The integration of these individual uses shall be strengthened by the common use of the open and green spaces in the centre of the block

which allow neighbourly communication and informal contact among the residents.

The historic arrangement of space in this ensemble and particularly the historic and valuable medieval wall paintings and historic tapestries in the individual rooms of the former "Kaufmannscompagnie" offer themselves for public cultural use – with consideration of their value as listed buildings as well as with regard to public accessibility of these beautiful decorations. Using them for housing with permanent heating therefore would not have been appropriate. The basement has room for shops, perhaps also for restaurants. The top floor, however, shall be used for housing; but the valuable truss shall remain independent of room temperature. A special structural design was developed to guarantee this – which has been an important requirement for the use of this part of the building: Valuable rafter constructions from Renaissance times shall become the focus of attention by using glass surfaces in the roof which have a separating effect on the one hand and on the other allow the view into the roof space.



The adjacent building of the historic Beguine convent shall be used as housing. Because of the strong slope between the street's surface and the building's base, providing housing for elderly people is not an option. What is possible, however, is the use of the two floors by younger people, if required in the form of flat-sharing communities with a common kitchen and living room.

The building Beguinenstr. 2, which had formerly housed the city library of Wismar, is planned to house flats suited for elderly people and accessible by elevator. These aim at a particular target group that appreciates the high-quality facilities and the generous size of the historic building's rooms, which are not to be altered.

In order to avoid conflicts with the concerns of monument protection, these buildings do not need a formal proof of heat insulation. Instead, energy for heating and water for domestic use shall be generated from geothermal energy which is accessed through deep drilling and heat exchangers with heat pumps. These pumps are run with electricity, which is generated in the necessary amounts by photovoltaic modules planned in the block and is then fed into the local grid. This way a self-sufficient energy household is designed to be established in the world heritage site, and insulation is used to protect its artistic-historic elements from destruction.

On the other side of the block, the demolition of some houses from the 1980s is planned. These houses had been erected in the fashion of buildings made of industrial concrete slabs and therefore do not have sufficiently high standards to live up to today's demands. For the overall concept, this area of the block offers the most flexible part. Here, new buildings are possible which would offer space for new uses that could not be realised in the old building stock. Nevertheless, they would be of benefit to the entire quarter. Therefore, one has decided to build a two-storey high parking deck and above it flats for families.

Because the listed historic building stock of the "world cultural heritage"-designated old town is not only above the surface but also takes on the form of medieval cellars below the ground, such a solution is basically the only way to solve the problems of parked cars in a way that does not affect the historic building stock. The main idea here is that the design of the parking deck picks up the historic lot structure and at the same time mediates the way to the floors above. On the first and top floor, the seven maisonette-flats have studio skylights facing north, as well as their own rooftop terraces facing south towards the garden. The rooftop areas are planned to be equipped with modules for the generation of energy (photovoltaic) and solar heat for heating up water and to support the heating system. This surplus energy gained during the summer is returned into the ground in order to balance loss of heat due to the heating pumps in the winter time.

The gardens of these city-owned buildings have a stock of protected trees (maidenhair tree, mulberry) and are intended to be connected to each other. As an area of recreation for the residents they are designed according to the historic model of the patrician gardens. What is important, however, is that contemporary requirements like a playground for small children, seat-ing arrangements or a place for barbecuing are to be included apart from the historic elements. Here, the future residents' wishes shall be complied with.

## Further Steps

▶ Winning the interest of more people for living in the quarter-neighbourhood.

▶ Looking for ways of using the most valuable parts of the buildings which have artistic elements and therefore cannot tolerate permanent heating.

▶ Looking for users of the public spaces, especially for the former music school (e.g. organisations with public or social added value).

▶ Substituting the buildings made of concrete slabs with new houses of a higher standard of living.

▶ Constructing an automatic parking deck for the quarter's residents.

▶ Planning a self-sufficient energy concept with renewable energy.

▶ Restoration and redevelopment of the remaining listed buildings in the quarter according to the quarter concept.

▶ Development of the garden as a common green space in the inner area.

## A future for the past

The Heilig Geist quarter is still in the planning phase and already shows to a significant extent that the city of Wismar's efforts of planning and concept development to revitalise the old town are going to be fruitful. The consequent integration of the principle of preservation and the consideration of special built-cultural issues already in the superior works of planning has today resulted in the city being able to draw back on an agreed basis of planning for all sub-areas of the old town. At the same time these instructions were flexible enough to also find solutions even for difficult constellations with high built-cultural demands. Such a challenge presented itself with Block 26: On the one hand its historic stock comes with particularly restrictive requirements from monument preservation; on the other hand its integrated concept of use places special requirements onto the quality of design and the standard of fittings. Although the project is not yet concluded, the planning and concept devel-

opment already show a superb quality which will open up a new future to the historic ensemble.

Besides the built-cultural quality and the sensitivity of planning towards the demands of architectural heritage protection, it is mainly the adaptability of the differentiated concept of use with which Wismar faces the demands of the current structural change. This way, the rising number of single households for example makes it interesting to try out new forms of community in which privacy and neighbourhood are linked to the advantage of the residents. What becomes more and more attractive for habitation are therefore the city centre locations, with their short ways and a diverse social and cultural programme as well as the historic buildings, which show themselves to be particularly adaptable and which offer opportunities for work and individual housing.

So old buildings in historic city centres are beginning to have a growing location advantage and unique features which single them out from the competing suburbs. The integrated approach to the use of a diverse quarter also reveals itself to be an innovative marketing concept; it creates synergies for its users as well as an image which no quarter with new buildings could offer.

The project of Heilig Geist quarter with its careful handling of the built-cultural heritage will allow securing and finally releasing the economic added value of such an ensemble. Keeping with the standards of architectural heritage protection and urban design in the course of redevelopment therefore will not merely paying homage to aspects of culture. It will be rather the basis for the creation of future value – because buildings which have been "redeveloped to death" and the historic traits and individual flair of which have been given up in favour of a more standardised appearance will hardly be able to compete with a new building.



With its manifold listed buildings, the quarter's built-cultural heritage has an image which is last but not least an important economic basis for the city's tourism. It will have a positive effect on the entire old town of Wismar once the buildings' redevelopment is finished. It will also offer an ideal platform for different public and private uses. Wismar has recognised this chance and has started using it in a model way to revitalise its Heilig Geist quarter.

## 5.2.2 Field of action "Public Spaces"

Apart from the building stock, the diverse public spaces are part of the characteristic potential of European cities. As assembly or market places, they are particularly significant for the political and economic dimension of the city but also for communication, meetings and events in the present. Public spaces, often dominated by high-quality built-cultural evidence from all eras, are carriers of a vital urban culture and its changing lifestyles. This characteristic is closely linked to the historic shape of the public space: It can be assumed that at least up until the Renaissance, European cities were understood by their residents to be integrally designed works of the art of urban construction.[48] Concerns about the appearance of the connected public spaces as well as concrete activities for their improvement therefore have a long tradition. Their preservation and care should also be of high priority in contemporary revitalisation concepts since public spaces are a unique main feature of European cities as opposed to other forms of settlement.

Apart from the usual approaches to improve the urban spaces' function and design – apart from the care, design and fittings of the surfaces of streets and places or the renovation of adjacent buildings – concepts of lighting for historic city areas especially gained more importance. What this refers to is not so much the "infrastructure-related light" which began to be used in the 19th century and from then on served to provide security and orientation in the city; it also does not refer to the "commercial" light which advertises commercial trade and services and which extends the "city's" function into the hours of the night.

It is rather a "conceptual light" which is the focus of attention. It intends to create a special atmosphere in the old towns. Modern lighting concepts therefore are to be understood as contributions

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[48]  Cf. Precht von Taboritzki, B. (1996), p. 17.

to a public space's culture; it is a strategy to qualify urban consciousness and urban life. The lightning contributes further to highlight the characteristics and uniqueness of historic buildings and thus raising the awareness of the citizens and visitors about the built-cultural heritage. The intention behind modern lighting is to present the historic urban ensemble with its very different buildings and spaces in a differentiating way and to design the urban areas concerned in a way that makes them attractive. Different situations are created by lighting: The careful arrangement of light and dark, the tempered arrangement of tonal values can qualify the public spaces of the historic old town in an appropriately effective way. Modern concepts of lighting connect this to economic and ecological demands for example a low use of energy to reduce the operating costs.

**Sanok: A 'good practice' example for the revalorisation of public space**

The historic city and its heritage

The city of Sanok, part of the Subcarpathian Voivodship, is situated in the south-east of Poland near to the borders of Slovakia and the Ukraine. It is located on the river San at the foot of Zamek Hill. Today, Sanok covers an area of 38 km$^2$ and has about 41,000 inhabitants.

The region had a very eventful history, but its special geography and built-cultural heritage are also Sanok's outstanding features. They were undoubtedly a major factor in its long-time presence in the history of the Subcarpathian region. As archaeological excavations of an ancient sanctuary and a cemetery show, Sanok's very origins date back to the 9$^{th}$ century when probably its first settlement was situated on Fajka hill.

In the middle of the 12th century, when Sanok got its first written reference in a Ruthenian chronicle, the town started to become an important stronghold and administration centre and maintained this role in later centuries. In 1339, Sanok was granted a municipal privilege based on Magdeburg Law by Prince George II Trojdenovitch of Halicz, which was reconfirmed by the Polish King Kazimierz III (the Great) in 1366. In Renaissance times, Sanok belonged to the widow's property of the Polish queens. This special relationship is also embodied by the coat of arms of Sanok, showing a dragon-snake swallowing a Saracen - which was the family emblem of Bona Sforza, Queen of Poland in the 16$^{th}$ century.

From the end of the 16th century, Sanok deeply changed its shape due to numerous fire disasters inside the town. So today, the unique and picturesque townscape of Sanok's historic centre is mainly characterised by its building stock dating back to the 17$^{th}$-19$^{th}$ centuries. It contains a wealth of interesting and at times unique treasures of the past, which contribute to the development of the town's tourism and promotion today. Apart from Sanok's extensive historic building stock of citizen's houses dating back from the 17$^{th}$-19$^{th}$ century, some outstanding monuments are for example:

▶ The Castle with its originally Gothic style that was rebuilt between 1523 and 1548 to the Renaissance style.

▶ The Town Hall dating from the close of the 18th C. which was repeatedly rebuilt, at least in the interwar period of the 20th century.

▶ The Cathedral Orthodox Church, built between 1784 and 1789 in the Classicist style, with Baroque side altars inside and the icon of the Virgin Mary with the Infant from the 17th century.

▶ The Parish Church which was built between 1874 and 1887. Its interiors feature 20th century polychromes (1906-1907).

▶ The Franciscan Monastery dating from 1632-1640, with its late-Baroque altars and the painting of Our Lady of Consolation.

▶ The Zalewski Family Villa – St John's Square – which was built between 1890 and 1910, inspired by Venetian architecture (also known as the "Falcon's Nest")

Local challenges to revitalisation

Although Sanok is a small city, it has a very rich cultural calendar. There are a lot of cultural events every year which are unique in the region or even in Poland. They contribute to fostering a positive and vital atmosphere in the city. Nevertheless, the urban development was still restricted by the historic city centre's insufficient appearance – especially for guests and tourists.

Therefore, an essential purpose of the revitalisation process in the old town of Sanok is, among others, the expanding of its tourist and cultural potential. This aim is pursued on the one hand by converting and adapting historic buildings formerly used for industrial and military purposes to the needs of recreation, tourism and business/ trade. New residential and commercial facilities are to be realized in the surroundings of the central Market Square. For that purpose an

integrated, multistage and long-term developing concept for the quarters adjacent to the market square is to be drawn, accounting for the further expansion of their commercial and cultural potential. On the other hand a special approach is aiming at an improvement of the quality of public spaces in Sanok. Here, manifold measures have been or are to be implemented which contribute to creating an attractive atmosphere of public spaces for tourists and guests as well as for the inhabitants: So the city centre was closed to traffic and a promenade was built. As a consequence the main street has transformed radically from a crowded and noisy to a quiet and friendly place for leisure, inviting one to stay. Presently the market square with its historic tenement houses is getting renovated as well as the surface of the square. In the course of this, the ground plans of former historic buildings (old city hall, old well) were also marked by coloured bricks.

For a further raising of the attractiveness of public spaces, another promising approach is to be implemented in the historic city centre of Sanok: A new illumination concept for all historic and prestigious buildings located in the old town.

The illumination project

A characteristic feature of any architectural structure is its ability to simultaneously fulfil biological, functional, social and cultural human needs. Lighting plans can contribute to purposefully illuminate and make visible at night the built-cultural heritage, linking it with the functional lighting (safety, feeling secure) and considering environmental effects (e.g. reducing energy consumption). The foremost purpose of Sanok's illumination concept is to satisfy especially the need for distinguishing particular places not only during the day, but also at night to highlight their unique character and to satisfy the need for prestige in its broadest sense – because the representative nature of a building not only emphasises the owner's prestige, but also increases the prestige of the place it is located in.
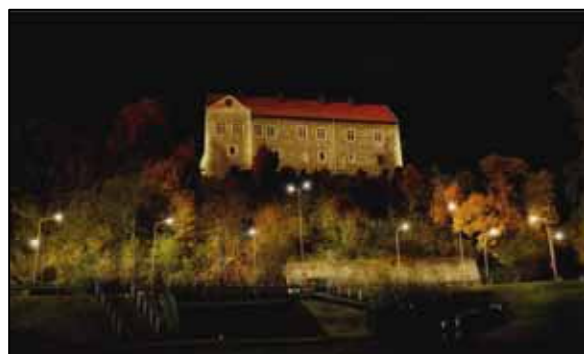


Harmonious and consistent, the illumination clearly signals at night the importance of certain buildings. However, if a building is given improper illumination, its prestige may be damaged, which negatively affects the way the owner or institution is perceived through the building.

Illumination increases the buildings' tourist appeal, offering the possibility of admiring them after dusk and discovering those details which remain unnoticed at daylight. An additional positive effect of any illumination is always an improvement of the sense of direction at night – which is also important, especially for tourists and guests of the town.

The quality of an illumination system is affected by such elements as lighting fittings ensuring comfortable viewing, good design whilst preserving comfortable use (simple maintenance, durability), low electricity consumption (low costs of use) and other equipment such as wiring, pylons and distribution boards along with safety systems. It is advisable to place the fittings in a way that make them inaccessible to the general public and resistant to any acts of vandalism.

The illumination concept of Sanok accounts for all historic and prestigious buildings located in the Old Town. Certain conceptual ideas were displayed in accordance with each building to meet and to underline its characteristic appearance in the context of the historic city centre.

For example in the case of the **Sanok castle**: It is a modest building on top of a hill overlooking the town, uncovered by high greenery which functions as an urban landmark. Provided with floodlight systems, it will be even more attractive at night. Therefore, it has been recommended to dim the streetlights next to the castle and to eliminate the "glow effect" at the foot of Castle Hill and make it possible to admire the illuminated castle against the dark sky. The surrounding darkness is intrinsic and has a strong effect, especially on the visibility and the effect of illuminated castles in historic towns.

Except for the castle, churches are normally the tallest buildings in historic towns. Their towers rise high above the surrounding buildings. They can be seen from inside and outside the town, so an illumination concept has to take into account both the interior and exterior effects of an illuminated church. Therefore, in Sanok, for the **belfry** of the **orthodox church**, the illumination will be provided from below, which will give the building a stately character and also show its urbanistic implications for the surrounding at

night. The dome itself will be lit rather regularly by headlights installed in the streetlights. An emphasis will be put on the entrance and on the rhythmical pilasters placed on the side elevations. In the case of the **parish church**, a highlighting of the main entrance and the flank towers is accordingly planned. Besides this, there will also be delicate colour features with blue or green filters in the illumination of the tower's windows to add life to the monotonous colours of the entire building. In the case of the **Franciscan monastery**, the purpose of the illumination is to distinguish the monastery against the frontage of the market square and to draw attention to its dominant feature - the tower – and to emphasise the rustic, stony structure of the wall. The main entrance will be highlighted in contrast with the delicately and homogeneously lit monastery wall, which is the historic symbol of detaching the earthly light from the spiritual light.

**Market squares**, which indicate the centre (or sometimes even centres) of historic towns and are at the same time their most important public spaces, often represent a strong contrast to the smaller and more narrow streets leading into it. Lined by representative, often public buildings the market squares contraste with the lower and modest houses of their adjoined quarters. Therefore, it is a matter of concern for illumination concepts to show both, emphasising the market square as the vital centre of the town and underlining the hierarchical relation to its neighbouring streets. In Sanok it was considered that the **town hall** at the Sanok Market Square may be viewed even from a smaller distance. Therefore it has been advised that one use a spotlight illumination with the emphasis on the main front and an extra illumination on the coat of arms and on the town hall clock, presenting those attractive details to the public at night. For the Sanok **municipal office**, the illumination concept intends to emphasise the extensive decorations of the elevation and highlight the central frontage topped with the coat of arms. This system includes spotlights fitted in the ground and those fitted on the building's elevation.

In historic towns, spatial perception is often determined by a certain density and narrowness of the public spaces. As a consequence, ordinary buildings can appear more dominant (especially in an urbanistic sense) as they are from an architectural point of view. Their position in the centre of curved streets, at crossroads or as a "point de vue" of a street, for example justifies a special treatment in connection with an illumination concept of the old town. Highlighting these elements, showing clearly recognisable endpoints of streets,

underlining characteristic courses and further spatial relations, the orientation and spatial reception of visitors as well as of inhabitants of the historic town can be enhanced at night.

Architectural details like oriels, arcades, loggias or even a special building material are points of reference for illuminating those buildings in a differentiated way. In Sanok, it has been accordingly suggested that the **Zalewski family villa** be illuminated through use of a mixture of spotlights and floodlights: On the southern side the illumination will be effected with white light to emphasise the perpendicular composition of the elevation, with an additional emphasis on the architectural detail, i.e. a figure placed in the elevation's alcove. In addition, to complement the composition, the chapel and a crown next to a tree will be delicately illuminated.



All the fittings for the illumination concept will be designed for the use of metal halide light sources of cold colour, which will well light up the greenery near the buildings.

The illumination concept has been designed in consultation with the local community through mass-media and web portals. A survey has been conducted among the internet users, which clearly shows the advisability of the activities undertaken and their approval of the suggested solutions. In addition, 3-D postcards of the illuminated buildings have been made and distributed among various individuals and inhabitants.

The first buildings to have obtained the effective nocturnal illumination as part of the second stage of the town's revitalisation are the town hall and the present seat of the municipal office. The next buildings are awaiting their turn and will be selected based on their importance for the process of the town's centre's revitalisation. Illumination is a costly investment, due to which its implementation will take a few years and will be dependant on external funds the municipal

### 5.2.3 Recommendations

The historic cities' built-cultural heritage, their buildings, ensembles, urban spaces and layouts represent a unique cultural and social value which needs to be protected. At the same time, this heritage is also an excellent basis for present day economic added value in the historic cities. The objective of integrated approaches to revitalisation is therefore to achieve a sustainable balance between the demands of protection and a use that is based on specific demands. Here, the following should be taken into consideration:

▶ The historic building stock is irreplaceable. It is a limited resource. All efforts to protect the historic building stock have to concentrate on preserving the authentic stock of buildings, ensembles and urban areas in their traditional shape and design and on passing it on to later generations. The demolition of a historic building and its reconstruction as a "copy" in turn cannot be a sustainable solution. Modern extensions or conversions inside historic buildings should comply to the scientific demands of architectural heritage protection; additions which are owed to present day needs and demands should be reversible – this way, further modifications can be realised without reducing the historic building stock with each conversion.

▶ Historic cities have grown over the course of centuries. This is the reason why buildings of different types and styles from different periods should be preserved. It concerns in particular buildings from the 19th and 20th centuries' industrial culture. This also requires the courage to maintain historic ruptures which serve us as visible memory of historic urban development. We do not want an ideal or single style doll's house but a lively organism, the local culture of urban development which has grown over the centuries.

▶ Historic cities are alive: The present should also contribute its share to building the historic city further. With regard to new buildings or conversions, sensitive and individual solutions should be chosen. On the one hand, they should represent the architectural and aesthetic attitude of the present; on the other, they should not dominate or deface the character of their historic environment. Building in a historic environment is therefore a great challenge to contemporary architects. In order to ensure good quality for new buildings in a historic environment, competitions have proven particularly helpful.

▶ From the point of view of structure, the compact historic city represents a sustainable settlement structure with positive effects on a use of areas and resources which is environment-friendly and restricted, as well as on traffic. Based on these good conditions, the micro- and meso-climatic effects of the historic city can be improved further: Good opportunities for improvement are the building of green courtyards, the ecological qualification of public parks and the securing resp. extending of the ground's permeability, for example by substituting asphalt with set paving or coverings which bind water or building facilities to collect rain water close to the building so that it can be used for irrigation purposes, helping to reduce the consumption of drinking water.

▶ Like all buildings, historic buildings need new efforts to improve their energy efficiency in order to comply with the EU climate objectives and to reduce $CO_2$ emissions. Here, individual solutions need to be found which do not compromise the historic appearance. Research has shown that this is even possible with half-timbered buildings.

▶ Special attention needs to be paid to the design of public areas, places and streets as locations where people spend time or meet up. Here, public key investments can evoke further private investment. However, these should not be restricted to the market square but take into consideration that the historic city as a whole represents a particular image: The diversity and manifold nature of the historic city's public places and areas make out a huge potential as opposed to the rather uniform offers of modern housing estates. Key investments can relate to the structural restoration and care of the adjacent houses or to the redesign of streets and places.

▶ As regards the fittings of public areas, "less" often is "more". An inappropriate use of furniture decreases the stock's value. It also seems to be recommendable to prefer classical forms when it comes to the design of such fittings and refrain from following the hottest trends – as these acquisitions will determine the appearance of the urban space beyond the coming season.

office will apply for from the European Union and on the national level.

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▶ Historic centres should also be vivid economic centres. But the necessary advertisement of shops and offices should not get out of hand. Ideally, the city will manage to implement overall rules for the design of such advertisements. These should consider the character of the historic stock in a sensitive way.

▶ The old town is a locale in which residents, users and visitors have different experiences. An attractive environment contributes to residents and users getting a positive awareness of the historic city. This is why it is important to also mediate a positive atmosphere apart from built-cultural values. Professional lighting concepts for example help to turn the old town into a distinctive locale after sunset. What seems to be important here is that a coherent concept forms the basis for these efforts. It should differentiate between individual buildings and between the relations among the buildings. The experience of darkness should not be abandoned altogether in the historic city but staged in a new way. When installing a professional lighting concept, it will be generally necessary to adapt the existing system of street lights accordingly. Modern energy-saving systems can hereby possibly refinance the necessary economic expenditures.

▶ The precondition for a careful development of the existing stock is that it is oriented on an exact knowledge of the latter's built-cultural values. This is why the registration and evaluation of the historic elements of individual buildings, ensembles, or structures of the historic city centre is of outstanding importance. It seems to be important to point to the fact that important preservation measures can also happen outside institutionalised protection of architectural heritage. Getting a building listed should not turn into the exclusive criteria for its preservation. The city will be well able to see further than the buildings listed by the monument office and identify those urban and structural elements and larger structures, the preservation of which is important for successful revitalisation, even though these objects may not have a higher art historical value.

## 5.3 Continuous, process-oriented and integrated approach of revitalisation

Especially with regard to the interconnection of economic, social, built-cultural objectives, integrated strategies for urban development gain more importance. They are marked by a continuous, process-oriented and integrative approach to development. The aim is to guarantee a future-proof diversity of use and to balance out diverging interests. This is about mobilising the resources of all stakeholders involved in order to win them for a sustainable design and revitalisation of the historic cities.

Here, an overall perspective for the entire city region with a special focus on the historic old city centre is developed. This perspective is based on a holistic view which includes all dimensions of urban life. The cross-departmental collaboration between different administrative departments and boards makes planning processes more transparent and structured towards achieving a result. This facilitates the necessary communicative and participatory organisation of the process. Only by this way all relevant stakeholders finally can be activated and involved. These new forms of "territorial governance" arrangements, which are also claimed in the "Territorial Agenda" of the EU, imply a new political dimension of cooperation. This contributes to creating opportunities for innovative economic potential for development as well as for social integration.

The further course of integrated revitalisation approaches is hereby embedded in a strategic and concept-based view of given problems. The latter is based on a thorough analysis of the situation and realistic prospective development trends (especially in terms of demographic change), leading from the development of a common guiding model all the way to concrete projects and plans for measures to be taken. This way, revitalisation can be designed as a continuous process of improvement which is oriented towards implementation and in the end delivers tangible results – an imperative requirement for public acceptance of revitalisation.

### 5.3.1 Field of action "Planning culture and process control"

Planning culture and process supervision in the historic cities of Europe is marked by a diversity of differentiating planning and supervision practices. They are the result of national traditions of

planning and implementation. Under the impression of the current structural change but also as a result of demands on sustainability, more new local approaches are tested. These focus on integrated processes which pose changed requirements to a new planning culture and operate with qualified processes of planning and supervision.

The design of historic cities as complex, multi-functional organisms is especially dependant on the inclusion of all stakeholders and users as well as on the participation and information of the public. This includes the creation and authorisation of boards for the coordination of competing interests as well as the general qualification and involvement of citizens in urban development.

Integrative development concepts and interconnected strategies need a truly cross-departmental urban development policy. Using existing overall approaches to planning, it is also necessary to examine to what extend the already existing instruments and plans can contribute to an integrated development and how they can be harmonised.

Successful implementation of integrated approaches to revitalisation on the ground is determined by a well-functioning and dedicated cooperation between all stakeholders. Important is that an organisational form of cooperation is found which is individually suited to the specific tasks and which can be implemented in combination with the local revitalisation strategy. The city administration's organisational structure is hereby just as important as the professional qualification, drive and innovative ability of the responsible staff – and also the accessibility of the process for citizens, its user-friendliness as well as the integrating application of regulations that possibly exist on the different levels involved.

**Faenza: A 'good practice' example: The Strategic Plan for the Old Town**

The historic city and its heritage

The city of Faenza, belonging to the province of Ravenna and the wider region of Emilia Romagna in Italy, is situated halfway between Bologna and Rimini, about 50 km from the Adriatic sea. Faenza's total surface covers about 22 square km with 55,143 inhabitants. The historic part of the town covers about 1 km² where 8,745 inhabitants live (2005).

First of all, Faenza is well known for its famous ceramics which as "Faience" became a synonym for pottery worldwide since renaissance times, whilst their origins date back to even earlier centuries – and pottery is still an important part of the town's handicraft. But Faenza also owns a rich built-cultural heritage with a large number of monuments from the middle ages, renaissance time, 16th-17th centuries and especially from the neoclassical time of late the 18th and early 19th century.

Faenza's urban history is a continuous transformation of the original Roman structure from about 180 BC, which has been partially altered but can still be recognised in the geometrical street-plan of today. In the medieval times the town became an important political and cultural meeting point. At the end of the 18th century, the face of Faenza was strongly characterised by architects and artists of the so-called "neoclassical" period. The town now became a very important centre in the region of Romagna, both culturally and economically. Today, Faenza's built-cultural heritage of this period gives the city its title of "Capital of Italian Neoclassicism". In the 19th century, Faenza got its modern appearance, characterised by typically simple but accurate elements in the neo-classical tradition – which was preserved almost unaltered even until the end of the Second World War.

Therefore, today, the significance of Faenza's built-cultural heritage is principally because of its character as a rare example of a unique ensemble of Italian neoclassical urban design going back to the 18th and 19th century. The completeness and high quality of this heritage that has to be considered as a unity made it possible for Faenza to even apply for a place on the UNESCO World Heritage list for its old town.

Local challenges to revitalisation

The current challenge for Faenza concerning the revitalisation of its historic city centre is not so much about defining or pushing through protection rules for preserving the built-cultural heritage.[49] In Italy, on the national level, the protection of historic centres was already introduced in 1968 and specified in 1978, when the region Emilia Romagna set up new "intervention cate-

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[49] The following exposition of Faenza´s "Strategic Plan" and its past history is based on the publication to be recommended for a consolidated consideration of the theme: Nonni, E.; Darchini, R. (2008): Faenza. A strategic plan for the historic city centre. Participation and sustainability, Faenza.

gories" (from scientific restoration up to urbanistic restructuring) for the properties in historic centres: In the course of this, each building is allocated by the municipality to an intervention category which defines its further transformation, irrespective of the current private activity related to this building.

For the last 30 years and until today almost all planning concerning the historic town centre of Faenza has to take into account this exclusively recognitive approach which is also relatively easy to handle for the administration. In this way Faenza on the one hand succeeded in establishing protection as a principle of urban planning in the historic city centre within the last three decades.

On the other hand, the real development of the historic centre in that period revealed certain insufficiencies of this approach. Based on a quite static understanding of protection, it increasingly became more difficult to ensure the preservation of the built-cultural heritage with regard to the deep-ranging structural changes that influenced the general development of the old town. Thus Faenza's historic centre was increasingly losing its importance with regard to the city as a whole. Successful economic and social dynamics started leaving the historic centre and entering new urban areas. Inappropriate and insufficient uses or even empty floors, especially in the ground floors of the buildings were about to become a problem for the old town of Faenza.

Simultaneously, the traditional understanding of protection, with its restricted and sectoral classification of single buildings, failed in answering the current challenges of stagnating economic development and fading general interest in the historic centre. In order to ensure or even restore the vitality of the historic centre of Faenza, it became necessary to create a new approach that leaves behind the exclusively recognitive and regulatory method and heads towards a more strategic and implementation-oriented approach to revitalising the historic centre.

The "Strategic Plan of the Historic City"

With its "Strategic Plan of the Historic City", Faenza finally entered an innovative path and started creating a new integrated, implementation–oriented planning process for the revitalisation of the old town. In January 2000, the **mayor of Faenza** passed an administrative act which decided to develop an innovative plan for the

strategic management of the historic city centre. Also on behalf of the mayor, the working out of the plan was handled mainly through the participation and the collaboration of **all the stakeholders involved** in the development of the historic centre.

Developing common visions

The administration set up a series of approximately **75 public meetings** and workshops where all local actors and stakeholders were invited to discuss and vote on problems, solutions and possible activities for the revitalisation of the old town – all based on consensus: If individual conflicts were brought up in the course of this, **mediation strategies** were used to come to an agreement. And if still no common and consensus-based solution could be found, the relevant problem or proposal was left aside. Doing so, the proceeding was able to build up trust between the stakeholders involved, bringing them together and making them understand each others' needs. In this way, all results of the workshops and meetings were written down and communicated to all participants and to the public to receive their feedback.



It was an important matter of concern, that the common visions, demands and needs take shape in a visual form by means of graphic or virtual simulations. The latter can be judged by the people rather more easily than traditional administrative plans. It was important to allow individuals to imagine the evolution of the spaces involved, thereby ensuring that the ideas are easier to grasp. So a growth in **public awareness** of the value of the built-cultural heritage and a greater sensitivity of the public concerning its requirements can be considered as a positive experience of working out the plan.

At the final meeting all participants came together, presenting their revitalisation ideas and a

common action plan with an estimation of costs was adopted, setting up **rules and ideas** for the promotion of the historic part of the town. A strong emphasis was placed on public buildings, squares, streets, gates, old walls, green areas and parking. As a conclusion of this phase, all stakeholders finally agreed on the following 10 strategic objectives:

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**10 Strategic objectives for the re-launch of the old town**

1. Maintain residence levels and increase the population in historic centres
2. Avoid decentralising public services and general interest activities
3. Promote a functional mix and encourage activities attended by the public on ground floor level
4. Increase sustainable mobility (bikes, external car parks, etc.)
5. Use public properties in their entirety and abandon any that are not strategic
6. Ensure interventions carried out in public areas are simplified as much as possible with subtraction operations as an alternative to additions (for a "clean" appearance)
7. Take facades in the historical centre back to the harmony of matter and type that had been altered
8. Reorder anomalous, consolidated volumes, particularly where coverings are concerned, and carry out specific restorations with an end to attaining a historically "compact" effect
9. Introduce targeted signposting (cultural, historical, service-oriented) to render the outstanding features of the historical centre more attractive
10. Equip the main thoroughfares and squares with permanent, compatible systems for attracting further events, shows and open-air fetes.

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The working-out of the "Strategic Plan" has established a new **system of common decisions** related to the old town, including:

▶ Residents,
▶ Local service industry,
▶ Local retail trade and also
▶ Municipal planning institutions.

It now represents a joint idea of the historical city, both in terms of conservation and development. It is summarising the various points of view that different stakeholders have with regard to the old town, assuming a cohesive orientation that has been discussed and agreed upon.

For the first time in the history of Faenza, the topic of the historic centre was now to be managed accordingly with the **complex needs of revitalisation**. Unlike planning measures which were realised and implemented in the past, the "Strategic Plan" is combining approaches for the preservation of important built-cultural values and listed individual buildings with those approaches which appropriate further development and assimilation to new social, ecological and economic demands which Faenza is facing nowadays.

Creating a paradigm shift

It soon became clear that the joint 10 strategic objectives would not be tackled within the definition of Faenza's traditional intervention categories; a more complex approach was necessary and it would have to address both conservation issues as well as urban development needs. Regarding the unbalanced development between the old town and the whole city, a new **harmonious relation** had to be achieved. Economic, technological and sustainable innovations that mainly developed in the newer areas of Faenza up to now also had to be embedded in the heart of the city. On the other hand it was up to the historic centre to inspire the other parts of the city with its beauty and urban character, becoming again a place of identification and a real centre for the whole city.

It was very important to overcome the functional weakness of the old town in accordance with the 10 strategic objectives, and to **foster the settlement** of uses of public interest like especially retail trade, services and cultural and social facilities. Therefore, previous restrictions of use have been reversed, especially in the ground floor levels and courtyards, to establish a greater attractiveness for certain investments – also encouraged through special local taxation policies within the urban re-qualification projects.

But the "Strategic Plan" is not only the framework for future private activities. Special attention was also paid to stimulating a positive development of the **public buildings** in the old town: For each public building, a project and feasibility programme is going to assess the

relevant status for raising the historic city's attractiveness. In the course of this a historic interpretation of its future appearance is going to be made for each building, based on the examination of the current situation, outlining deficiencies of usage and appearance. This is also a chance for the municipality to correct disturbing results of former construction works that are incompatible with the historic appearance of the old town.

In this way, the "Strategic Plan" is affording a new systematic planning for the public heritage of Faenza: All public resources for the old town are concentrated on projects of the action plan – which is a strong **public commitment** with regard to future investments, policies and innovations.

In order to give incentives to the private stakeholders and owners for implementing their actions too, the municipality started with revitalisation measures especially in the public space that surrounds private properties. The "Strategic Plan" is also promoting intensive **public-private cooperation** in favour of social and economic use of public buildings, ensuring the availability of future projects for the revitalisation of the old town. Because of that it represents a goal-oriented instrument which enables a coordinating and activating management of future investments in the old town. The plan achieves both, opening new possibilities for private activities and at the same time showing how to integrate them into the existing shape of the old town. It is combining the idea of economic advantage with securing social and environmental welfare.

The "Strategic Plan" will serve as a

▶ Framework for future private investments in the historic city centre of Faenza,

▶ Strong public commitment with regard to policies and public investments in public heritage,

▶ Point of reference for public-private partnerships (PPP)

▶ Document of civil society's consensus concerning the value of Faenza's built-cultural heritage in the historic city centre,

▶ Common vision for the further development of the historic city centre.

The "Strategic Plan" records facts and aims, and – what is even more important – it is **communicating** these aims and is guiding investments. It

is going to accompany each planning order in the future. So the traditional regulatory instruments have been bypassed in favour of a more creative and vision-oriented approach. In addition to the former approach, with its rigid rules and inflexible intervention categories, the "Strategic Plan" set up new conservation and development standards for historic buildings which are based on ongoing urbanistic evaluations. They are to be created along with concrete projects, getting into details at the time of drafting each project (in-depth study) and taking into account both the built-cultural value of the building and its function for the historic city and the whole town.

Towards a new integrated concept of urban development

This paradigm shift demands from urban planners and monument conservators alike a departure from traditional methods and measures of urban development and their replacement by an integrated, multi-dimensional concept for urban development. It unites different perspectives of different disciplines and enables a cooperation which goes **across levels of departments**. Negotiation processes among different departments lead to **joint priorities** and practical compromises as a basis for reasonable and implementation-oriented decisions in urban planning. The individual listed building and its structural and urban preservation no longer stands on its own. They are part of the entire city and as such they are also part of a trans-departmental process of planning and preservation.
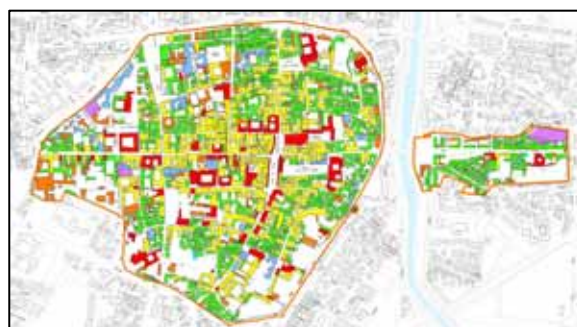


In October 2004, the "Strategic Plan" was ratified by the town council and became legally valid. Up to now and as a first résumé of the current implementation phase, it can be stressed that with its "Strategic Plan" Faenza has already succeeded in **re-balancing the needs of preservation and development** on the strategic and administrative level and has also succeeded in activating its civil society for common efforts

towards the revitalisation of the historic city centre – where a **growing attractiveness** for the settlement of new appropriate functions and a significant decrease of empty ground floors in historic buildings can already be discerned.

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**Tools for securing the ongoing urban development according to the "Strategic Plan" of Faenza**

▶ List of concrete revitalisation projects (public as well as private),

▶ Dedication of financial aid according to the intention of the "Strategic Plan",

▶ Setting up a new a system of common decisions.

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### 5.3.2 Field of action "Activation and participation of civil society"

The achievement of the EU objective of territorial and social cohesion in urban development and hence the revitalisation of historic cities presupposes inclusive local civil societies that are aware of and able to tolerate each other's needs and interests and capable of reaching consensus. In order that revitalisation is not a planning decision of policy-makers only − and in keeping with the spirit of the Leipzig Charta – SMESTOs have to integrate the demands of residents.

Integrated revitalisation, a focus theme of Hist.Urban, emphasises "the development of vital town centres". In order for this objective to be reached, the number of the population residing, working, investing and/ or spending time in historic centres needs to be increased; furthermore, the active presence of a population with a diverse and balanced social structure is also required. Their participation in the process of development therefore makes revitalisation itself more effective.

The objective of "combining the protection of built-cultural heritage with modern urban life" also requires the raising of public awareness linked to cultural heritage, urban attachment and accepting the co-existence of various interests. It further requires the knowledge that helps the parties concerned understand the points of view and arguments of other stakeholders and the implications of the choices made in the process of planning. Therefore, participation not only facilitates successful revitalisation, it also educates participants.

Finally, participation is also a field of action of a type of revitalisation that is based on a "continuous, process-oriented and integrated development approach". For the adoption of such an approach, all the relevant stakeholders (including the social strata that are harder to reach and that cannot assert themselves as successfully) need to be involved in the entire process from preparation through planning, implementation to the monitoring of realisation, because this is the only way to guarantee the democracy of development. The most important result of participation is, therefore, the promotion of active citizenship. Such agility is difficult to generate, especially in the Eastern post-socialist countries of the CADSES region. But even in Western Europe the top-down approach is more common in revitalisation projects.

In the interest of success, group rather than individual participation and participation in specific (down-to-earth) rather than abstract (academic) discussions should be preferred. Residents need to not only be invited but also contacted in person. In addition to participation based on financial investments, the objective is to develop social capital as well (ideas, partnerships, cooperation, networks etc.).

**Graz: A 'good practice' example for a successful participation in the project "Revitalisation of inner courtyards of block border buildings"**

The historic city and its civil society

As the results of Hist.Urban surveys reveal, Graz is one of the leading partner cities where activation and participation of civil society is included in the field of actions required for successful revitalisation as one of the key components in a manner that simultaneously regards the creation/ preservation of a diverse social structure to be of equal importance. Such social embeddings have also contributed to the awarding of the title of "European Cultural Capital" after it had completed numerous projects with great success. Due to pressure from local society in the 1970's already, combining the protection of built-cultural heritage with modern urban life has become a principle to be adhered to. While in the 1960s no public discussion protected the old town that was endangered by tertiarisation, this modern-age crusader charging ahead, in 1972 a media campaign helped to prevent a valuable complex of buildings from being demolished. The success of the campaign directed public attention towards the historic

centre as a whole and a petition setting out the objectives of social revitalisation and signed by about 107,000 persons (almost half of the inhabitants), a strong civil sector led to the Law for the Preservation of the Old City of Graz that was passed by the Styrian diet in 1974.

This type of participation 'from below' ('bottom-up') – which requires a truly self-assertive civil society – is less common in Europe than initiatives taken by local authorities ('top-down'). Sociological research[50] shows that the underlying reason for grassroots or bottom up initiatives is a paradox, namely that although the participation of local societies in planning is the result of conflicts, it is seminal, as it encourages the evolvement of further cooperative forms of participation. This type of productiveness is confirmed by experience in Graz. The objectives formulated in the one-time campaign have been advocated ever since. Some have been achieved through projects that sought to take public opinion into account and co-operate with the largest possible number of actors. They were implemented under various PPP schemes and aimed at improving the quality of life in city centres (public spaces created through a project called "Space for people" with pedestrian zones, underground car parks and architectural competition; organisation of events accommodating the needs and effective demands of various social strata in the streets, at squares, etc.). Moreover, participation is no longer a means of raising awareness of built-cultural heritage and creating a socially sustainable revitalisation: It has also become an objective.

Successful participation facilitates both revitalisation and active citizenship. "Revitalisation of



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[50] Burgers, J. & Vranken, J. (eds.) How to Make a Successful Urban Development Programme – Experiences From Nine European Countries.
http://www.histurban.net/images/stories/downloads_public/Outputsexternal/how%20to%20make%20a%20successful%20urban%20development%20program.pdf

inner courtyards of block border buildings", Graz's Hist.Urban project is an excellent example of the revitalisation of historic city centres and public participation, which mutually support each other.

Local challenges to revitalisation through participation

One of the objectives of Graz's urban development concept is the preservation of shared inner courtyards in the blocks of buildings around the city centre. One of the problems of the inner courtyards examined by the municipality was that they had been under-utilised. There were some that the majority of the residents avoided in order to prevent potential conflicts, legal disputes or accidents. Others were used for storing disturbing fixtures or building shacks. Yet others were allowed to be utilised: however, there were severe limitations. It was sometimes the case that only a small group of residents, usually owners, who could enjoy the benefits of the availability of a courtyard.

The challenge was the organisation and implementation of socially and ecologically sustainable integrated revitalisation, which helped to improve the quality of life in a densely populated area and hold back suburbanisation. Graz intended to preserve these inner courtyards by reducing disturbing fixtures, increasing green space and improving access to them. Towards this end, private actors were motivated to revitalise the courtyards.

Participatory (planning) process was thought to be indispensable and needed further development. The plan was: Voluntary participation, residents to be regarded as specialists of their quarters, broad-based social support, cross-sectoral planning and the involvement of the relevant departments in the process of revitalisation.

For a successful participatory revitalisation

Treating participation as a process, the project of revitalisation of inner courtyards of block border buildings in Graz began with brainstorming in 2006 with the invitation of teams, each of which included − among others − an architect, a landscape architect, a sociologist and a lawyer. The next step was the organisation of a participatory planning process (with steering group meetings and public workshops). 2007 saw the continuation of the project: Pilot projects (and,

within them, another participatory planning process with the representatives of all involved departments, owners, tenants, residents and experts) were launched and then implemented and press and public relation-related activities (press reports, public workshops, drawing competition for children) were carried out. Drawing on the experience obtained, **guidelines**[51] for participation models and rules on the use of courtyards had been compiled, the key/the most common components of which are as follows:

1) **Starting point, raising an issue**

   The most pressing issues requiring a solution from the perspective of the residents which affect the owners and the local community.

2) **Conditions and models for a successful participatory process**

   The following issues in the summary of the conditions in the guidelines can be highlighted as crucial to success: The solution of outstanding legal issues, the settlement of ownership, the involvement of all target groups, information for those concerned, property rules (in our case: Keeping courtyards tidy, maintenance responsibility), the election of representatives managing conflicts, regular resident meetings, utilisation of opportunities.

The guidelines differentiate between two **participatory models**: one is a questionnaire-based process (participation through consultation), and the other is co-decision. For the purposes of the project surveyed in this paper, the former means talks with tenants, inviting their opinions and requests; however, only owners have decision-making powers. The latter means the involvement of tenants at a higher level, where not only owners are entitled to make decisions. The following *methods* are recommended for the two models:

*Consultation/questionnaire-based participation*
- ▶ Face-to-face discussions
- ▶ Preparation of joint plans
- ▶ Standardised interviews (questionnaire surveys for all households)
- ▶ Qualitative interviews (in selected households)

- ▶ Public debates (with the results of questionnaire surveys disclosed)
- ▶ Workshops
- ▶ Slide show events (description of concepts)

*Co-decision*
- ▶ Face-to-face discussions
- ▶ Standardised interviews (questionnaire surveys for all households)
- ▶ Qualitative interviews (in selected households)
- ▶ Public forum and debates
- ▶ Establishing working groups
- ▶ Creation of visions
- ▶ Roundtable
- ▶ Site visits to the places in question
- ▶ Visits to similar places serving as examples
- ▶ Slide show events (description of concepts)

From experience gathered from the pilot projects implemented, Graz recommends that, for revitalisation of a similar nature, decisions should be based on ownership. In the case of tenancy *participation through consultation* is more viable.

**Qualitative criteria for participatory process** include free will, openness throughout the decision-making process, civility, consideration for gender differences, social dialogue, expert opinions, transparency and a straightforward structure, setting general objectives, participation of experts, documents and after-thoughts.

Depending on the subject-matter/objective of revitalisation **legal and organisational issues** involved in the participatory process need to be clarified. In projects similar to the one implemented in Graz, this includes the conclusion of contracts tackling all related issues, written consent of owners for the use of courtyards, drawing-up of their agreements with tenants, the regulation of the shared use of the courtyards and the financial interests and the exact allocation of costs. (The guidelines provide detailed information and documents concerning the rules of shared use of courtyards under the Civil Code of Austria.)

**The exploration of the sociological context of the sample area** is an integral part of any situation assessment in the process of participatory revitalisation. The project implemented in Graz relied on census data in analysing the demographic characteristics and social structure (composition in a breakdown of e.g. the number

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[51] Anderl, E.; Axmann, M.; Baumgartner, M., and Pavlovec-Meixner, A. (2008): Hist.Urban: Integrated revitalisation of historic towns. to promote a sustainable development. Grazer Innenhöfe beleben. Revitalisierung und Erhaltung von Innenhöfen im Bereich der Blockrandbebauung. Graz. http://www.graz.at/innenhoefe

of the population, population density, age, sex, marital status, level of education, nationality). What benefits social and ecological sustainability is that the composition of the residents was examined in a neighbourhood context, with the important and quality data of green areas and the importance of parks and playgrounds separately stressed. It was further pointed out that, compared to a concrete surface, lawn was safer and offered a more pleasant setting for the young to do sports on.

In addition to the quality criteria to be met in the participatory process, **ideas and recommendation from tenants and experts** were separately listed:

**10 tips for success – as tenants see it**

1. Ideas concerning the utilisation of inner courtyards should come from residents. They should volunteer initiatives.

2. Support for self-assertion: reliance on the diverse expertise, support and advice of the City Council/Office of Graz (operation of an advisory office concerning inner courtyard revitalisation).

3. The importance of festivities, holidays, special days, etc. (in particular those important for children and local communities) in establishing good rapport and eliciting the first initiatives.

4. Strengthening courtyard communities, and carrying out minor trial initiatives.

5. Laying down regulations for the use of courtyards and common activities.

6. Conflict management: Conflicts should be regarded as a chance of gaining a better understanding of problems and discussing these.

7. Access to courtyards should be provided for all. Those who decide to opt out of paying shared costs cannot participate in decision-making.

8. Setting up of condominium boards and representatives responsible for liaising with the authorities.

9. Offering a selection of problem-solving techniques (e.g. prohibition of planting poisonous plants or labelling existing ones, fencing off of small ponds).

10. The majority of the residents should be in favour of courtyard maintenance, which can contribute to quality green spaces.

**10 tips for success – as experts see it**

1. Choosing the principle of participation through door-to-door visits – to be adopted especially in the case of children, the elderly and migrants.

2. Implementation of detailed interviews (with owners, residents and condominium maintenance associations) and target-group specific courtyard analyses.

3. Involvement of target groups in planning and implementation. All residents should be allowed to use courtyards.

4. Organising events where, by way of a moderator, requests concerning the utilisation of courtyards are made.

5. Facilitating mutual understanding and considering residents as experts.

6. At least one public debate must be held.

7. Implementation should not take longer than one year (projects should not be long drawn out).

8. The allocation of the floor area of the courtyard should reflect residents' needs.

9. All should have an equal say in planning the utilisation of the courtyard.

10. Court utilisation should be reviewed in a few years' time.

The following **stages** of the participation process were identified:

**1) Preliminary data-recording**

In order for participation to be a success, information on the sociological characteristics and the ownership status of the population concerned as well as their requests regarding courtyard utilisation is indispensable. Such information can be obtained in the following way:

▶ Quantitative data-recording (which is standardised, comparable, covers all the households affected, at the same time, however, group specific/ e.g. relies on questionnaires and uses the languages that migrants speak); a fundamental requirement is compliance with ethical issues (data protection issues);

▶ Qualitative data-recording (organised along the line of themes, in-depth interviews using open questions suitable for inviting opinions and establishing good rapport);

▶ Door-to-door participation (used particularly when certain social groups cannot be reached with the above methods; takes longer and is more costly) where interviewees are visited in their homes (men and women are surveyed separately); straightforward questions suitable to motivate the interviewee; information (feedback) should be provided on the results of the survey.

**2) Pilot project**

▶ One preparatory stage (selection of participants in the project, informing those concerned, data collection and interviews) and 3 (courtyard-related) events are recommended (target group specific site visits, brainstorming, preparation of questionnaire surveys, qualitative interviews, decision on the questions to be included, working out preliminary plans, on-going written information, discussions, professional processing of the results, legal considerations, disclosing results to the individual target groups, discussion on follow-up projects, festive event in courtyards, website information);

**3) Evaluation and proposals for future processes**

▶ Here, experience concerning the project in Graz is presented (e.g. taking sceptics seriously, tolerance of those who find it hard to articulate their ideas, opinions, need for rapid response).

An important lesson in terms of participation, that is clear from the **evaluation** of the project host is that participatory planning processes are thought to be successful and suitable for future use; related tasks are identified as an important part of **strategic concepts**. Pilot projects have proven that "*raising awareness* is even more important than financial support"[52]. Participation is facilitated by broad-based political support, to which cross-sectoral cooperation in the steering group made a major contribution. Consultation hours (one-stop-shops) provided by co-operating departments offer easily accessible support for project participants. Promotion work helped disseminate experience and involve children, for instance. For **future steps** to be identified − in addition to the identification of financial and non-financial supportive measures, the operation of a *special advisory centre* and the importance of ongoing public relation work are emphasized.

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[52] Benedikt, E-M (2007): Revitalisation of inner courtyars of block border buildings. − Summer Academy, Oradea. http://www.histurban.net/

### 5.3.3 Recommendations

The planning and supervision of the revitalisation process already decides about its future success. In the context of an integrated approach, **three phases** (1, 2, 3) need to be considered. In this connection the following recommendations can be given:

**1) Preparation phase**

▶ For a basic definition of the objectives, a broad **political commitment to the historic city** is essential. This should be signalled by the mayor's commitment and the commitment of the respective heads of department. This is the only way to guarantee the revitalisation process' future political standing and to enforce it continuously over the longer period of time that it will require.

▶ With regard to the requested involvement of the most important **local stakeholders**, those groups which usually do not have a lobby (for example socially weak and old people, or minorities) should also be considered. Here, concepts designed to approach the different target groups have been tried and tested. **Offers to communicate** should be at a low level and they should approach the people involved. This way, they help to increase the motivation to "get involved". Public polls and interviews are useful. On the one hand, they offer the administration the specific opinions and needs of the local actors and stakeholders. On the other hand, they are at the same time the first step towards activation, the first contact between the city's administration and the local actors/ stakeholders in the ongoing process of revitalisation.

▶ In order to guarantee communication that is **target group-oriented** and effective it is necessary to explain abstract topics on a concrete level and illustrate them further. Here, visualisation was particularly successful, for example with computer simulation or models. **Concrete examples** from people's own city or a neighbouring city have a special emphasis. They make it possible to illustrate the success of revitalisation measures. The administrative side should be careful to use a language that can be easily understood and avoid technical terms. It is also very helpful to manage to get the local press interested in the process of revitalisation.

▶ **Structures for cooperation** should already be established in the course of preparations so that they enable the exchange between the relevant stakeholders in the entire proc-

ess of revitalisation. They can be rather temporary and for example take the form of additions to specific structures of the city's administration (information talks, public consultation hours or assemblies); or they are institutionalised in order to continue having an impact after the project is finished. But it is always important that these structures are also used to create a trusting relationship between the participants, and especially between citizens and the administration. Different interests should be defined and debated openly. There should be a consensus about basic and essential decisions.

## 2) Planning phase

▶ For the analysis and evaluation of the current situation and major development trends, the expertise of all the respective administrative units, as well as that of **external experts**, should be linked together. It is important to have a higher level of the city's administration which joins them under the idea of **integration.** And which also gives it back to all the people and institutions involved.

▶ In this phase, it is important that the administration communicates the process of planning measures to the stakeholders involved in order to convey credibility, to make factual constrains transparent and to create understanding for compromises that have to be made. A **constructive public debate** can also be conducted through the local media. At the same time it needs to be shown to what extent the needs and contributions of stakeholders have been integrated into the planning process. Especially the latter can serve respectively as justification for the results of specific considerations vis-à-vis individual administrative units. This way, conflicts about the objectives can be recognised early enough. In order to solve these problems, the different procedures of **mediation** have shown themselves effective in the past.



▶ The common development of one **main vision** is the basis for the acceptance of future objectives and measures undertaken in the process of revitalisation. Therefore, it is important to reach a **consensus** when developing the main vision and to communicate it in a way that has a broad effect on those involved and concerned by the process; at later stages of the process this main vision needs to be available as a point of reference in conflict situations. It should also offer the public a point of orientation in the ongoing process of revitalisation, at least in a mid-term perspective. It should be a document of communication and consensus.

## 3) Implementation phase

▶ The establishment of an overall **steering group** is essential in order to guarantee the development and the coordination of the project's various implementations. It is important that the steering group receives authority to make decisions with regard to the respective matter of concern which are compulsory for all stakeholders and agents involved in the revitalisation process. The establishment of such a steering group also helps to recognize problems or delays in good time. In this respect it is important that all the relevant stakeholder-groups and administrative units are each represented by one person who is also directly responsible for the implementations in the respective areas – however, the size of this group should not exceed 10-15 representatives.

▶ In order to achieve a successful **monitoring** of implementations, plausible indicators should be found and defined. But it is not very helpful when the acquisition of the necessary data is difficult or when these data are not available yet – here we face the danger that the collection of data creates an unjustifiably high amount of work in the phase of implementation and that monitoring becomes virtually blocked. It makes more sense to revert back to already existing data or to use at least the existing structures for their collection.

▶ The **evaluation** of the process is not an additional task that is unnecessary, but an important part of the process. It also includes the unreserved analysis of the extent to which the objective has been achieved. Irregularities or conflicts should not be kept secret because one feels ashamed of them—they are rather a valuable basis for insights into how the process can be optimised in the future. – Because a truly sustainable revitalisation process depends after all on a positive and constructive climate in the local public.

# 6   Conclusion

The two-year long exchange among the partners of the INTERREG IIIB CADSES project Hist.Urban has shown that the challenges facing for the development of Europe's small and medium-sized towns are as complex as they are different, but at the same time comparable experiences and solutions exist. The aftermath of Europe's partition and the accelerated **transformation** of the Central and Eastern European countries are intensified by the present structural change under the conditions of **globalisation**. Also, in the areas of Western Europe this structural change leads to stronger fragmentation. The results are the increasing risk of decline of the cities' built-cultural heritage and at the same time the recognition of its value as soft location factor is increasing. Depending on the local situation either the increased dynamics or the qualification of local developments (local cultural heritage) are pursued: In any case the concepts which were designed over the course of **integrated revitalisation processes** and which are well-balanced and adjusted to local requirements seem appropriate.

Revitalisation happens in many different fields of action which are all more or less connected. Developments as well as interventions into one consequently have effects onto the others. During the course of the Hist.Urban project those fields of action have been identified, which currently determine revitalisation activities in historic cities towns most relevantly:

**Diversity of function and use**

The specific qualities of architectural and spatial structures of historic towns – complexity, diversity and high densities – are ideal preconditions for the strengthening or the reconstructing of a mixture of sound and balanced uses and functions in urban city centres. This functional diver-sity should be supported by the revitalisation of traditional activities of the urban centre, as well as by strengthening new sectors – towards a vital mixture of retail and services, habitation, crafts, communication, education and academic life, recreation and culture, gastronomy, accommodation and tourism.

**Promoting economic development**

Within an integrated urban development approach the main challenge for historic towns is to develop new, sustainable approaches to economic development by using the specific existing development potentials of the given territory for creating new market opportunities, generating wealth, jobs and income, with positive benefits not only for the local economy, but also for social inclusion, urban environment as well as the urban form. In the course of this it is important to identify and mobilise the diverse economic opportunities, especially from the existing development potentials of the built-cultural heritage which is also of growing importance as a soft location factor.

**Sustainable cultural tourism environment**

Cultural tourism is an important segment of the tourism industry and a key factor for the success of many European towns and regions in the experience economy. Therefore ever more towns with interesting historic and cultural features seek to develop their potential for such tourism. So innovativeness of historic towns is required in exploiting favourable aspects of cultural tourism as well as preventing possible negative impacts of tourism development. All this makes a proactive tourism management by regional and local authorities and site managers a necessity for creating a sustainable cultural tourism environment in historic towns.

**Activation of private funding**

As extensive processes of valorisation, which require substantial capital expenditure, revitalisation processes have to rely on private investments, especially on a large number of small and medium-sized projects by "ordinary" house owners and private users. By motivating and creating favourable investment conditions for these owners, they can be won for joining the process of revitalisation as private investors. What is there-

fore needed are knock-on effects especially for small and medium-sized private capital to invest money in the context of integrated approaches.

**Preserving and carefully adapting urban architectural and cultural heritage**

Historic cities with their building stock and urban structures represent overall level ensembles which need to be protected. Therefore, renovation and redevelopment concepts require a very sensitive handling of the relevant buildings. Depending on their material and immaterial qualities, as well as on present demands, very different creative approaches can be realised here. They can include strict scientific conservation or restoration, sensitive repairing and adaptation as well as contrasting additions. Together with the monuments' offices individual solutions for every single building have to be found in the sense of an equilibrium between conservation and development.

**Take care of public spaces**

The variety of public spaces is an essential part of the characteristic potential of European cities, as opposed to other forms of today's settlements. They are particularly significant for the political and economic dimension of the city but also for communication, meetings and events in the present. Public spaces are carriers of a vital urban culture and its changing lifestyles. Concerns about the appearance of public spaces as well as concrete activities for their improvement have a long tradition and should also be of high priority in contemporary revitalisation concepts.

**Ensuring planning culture and process control**

Today planning culture and process supervision in the historic cities of Europe are marked by a diversity of differentiating planning and supervision practices. Under the impression of the current structural change but also as a result of demands on sustainability, ever more new approaches are tested which focus on integrated revitalisation processes and operate with qualified processes of planning and supervision. The design of historic cities as complex, multi-functional organisms is especially dependant on the inclusion of all stakeholders and users as well as on the participation and information of the public.

**Activation and participation of civil society**

The revitalisation of historic towns presupposes inclusive local civil societies that are aware of and able to tolerate each other needs and interests and are capable of reaching consensus. In order that revitalisation may not be a planning decision of policy-makers only − and in keeping with the spirit of the EU-Leipzig Charter − especially the demands of residents have to be integrated. The most important result of participation is the promotion of active citizenship, fostering the "social capital" of historic towns.

These fields of action finally have been summed up into the tree topics of the Hist.Urban Declaration. They represent the relevant aspects which have to be kept in mind in the course of integrated revitalisation processes. These three topics and the project partners' manifold experiences have been the points of reference for the working out of implementation-oriented recommendations for an integrated revitalisation in historic cities:

**Hist.Urban**

1) **Integrated revitalisation emphasises the development of vital town centres attractive to live, work, invest and spend time in for all actors, population groups and generations.**

   Therefore, it is necessary:

   ▶ to recognise the needs of all the different user-groups and to involve them in the process of revitalisation,

   ▶ to encourage the diversity of land-use,

   ▶ to focus on the city's cultural values as its greatest asset for culture tourism,

   ▶ to also foster the "social capital" of the historic city helping to create a specific "welcome-atmosphere" and

   ▶ to cooperate as regional clusters of culture tourism.

2) **Integrated revitalisation combines the protection of our built-cultural heritage with the requirements of our changing society and economy.**

   Therefore, it is necessary:

   ▶ to preserve the authentic stock of buildings as limited resource,

   ▶ to maintain and to optimize the historic city's positive effects on an ecologically sustainable urban development,

   ▶ to also integrate new buildings with a sensitive quality of modern architecture,

   ▶ to make public key-investments into revalorising public spaces, streets and places and

   ▶ to set up compulsory rules for a city-specific design of necessary advertisements.

3) **Integrated revitalisation is based on a continuous, process-oriented and integrated development approach.**

   Therefore, it is necessary:

   ▶ to increase the motivation of all stakeholders to participate and to communicate the process of planning to the public,

   ▶ to establish structures for cooperation and overall steering,

   ▶ to link the expertise of the respective administrative units as well as of external experts,

   ▶ to develop one main vision as a basis for the public acceptance and

   ▶ to achieve a monitoring of the implementation and an evaluation of the process.

In this respect Hist.Urban has shown that historic small- and medium-sized towns require integrated policies of urban development which are able to promote economically, socially and ecologically sustainable cities. Especially the revitalisation of historic towns therefore can contribute not only to an integration related to urban spaces but also to **social integration** to the decrease of tendencies of social and area-related exclusion. Particularly the historic small and medium-sized towns offer for example manifold opportunities for the formation of more small and medium-sized property as well as possibilities of creating an identity that is based on the existing **built-culture heritage**. This potential of social stabilisation and integration has a significant surplus value. It is also the basis for the creation of private value on the success of which vital historic city centres depend. Therefore, the **political commitment** to the revitalisation of historic city centres and consequently to an i**ntegrated urban development policy** is indispensable. Of special importance in this process is the mobilisation and **activation** of the property owners and their resources for the integrated revitalisation process.

Given this background, the improvement of the living conditions in the historic small and medium-sized towns needs to be understood as an aspect of **local and economic policies**. This is because the cities' economic competitiveness always involves the competition for the highest standard of quality of life and the best image. Accordingly the strengthening of the „territorial capital" of Europe's cities and regions is implied by the objectives of the Lisbon and Gothenburg strategy.[53] With the "**Territorial Agenda**" and the "**Leipzig Charter** on Sustainable European Cities" in 2007, the EU finally focused on the European wide application of integrated urban development policies and concepts.

Already in 1975 the declaration of Amsterdam by the European Council stated that the cities themselves "carry a special responsibility for the protection of the built-cultural heritage and [...need] to support each other by exchanging ideas and information".[54] By signing the **Hist.Urban Declaration** the cities have once again faced this responsibility. A new quality of voluntary agreement and commitment has been achieved. This way it was possible for the first time to create a transnational basis also on the local level in order to promote an integrated development within the historic small and me-

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[53] Cf. Lille-Priorities (2000).
[54] European Council, Declaration of Amsterdam, 24.10.1975.

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dium-sized towns of Europe and thereby to define common standards.

Further the **Hist.Urban Network,** which has been formed in the course of the project, is a basis that presents itself as a point of departure for the further establishment of the historic small and medium-sized towns in the sense of Europe-wide acting subjects of a sustainable territorial development. The establishment and operation of this Hist.Urban *network* alone have offered lessons and provided experience that can be put to good use when cities and other partners decide to work in co-operation in the future:

▶ Adopting partly different practices, historic small and medium-sized towns in the CADSES region, which represents European diversity, strive to fulfil similar revitalisation tasks in rather different economic and social settings and with a different legal framework for urban planning and development. Not only EU policies, but also inter-municipality co-operation and sharing experience must accommodate these differences. The Hist.Urban network has proved that sharing "good practice" experience benefits not only those who have yet to adopt the revitalisation approaches, methods and practices that have worked perfectly for others. It also urges those who can now share experience with "new kids on the bloc" to put a different perspective on and further develop their own tried-and-tested practices.

▶ The Hist.Urban network has been seminal in the evolvement and maintenance of international dialogues between a wide variety of partners (cities, regional organisations, chambers and research institutes). The ongoing challenge and mutual understanding of various views have underscored the importance of the principle, according to which an integrated, sustainable revitalisation is feasible only if "the city" is interpreted in its social, economic, cultural and ecologic diversity, conflicting interests have to be taken into account and the revitalisation is not only the result of policy makers' decisions, but it has to integrate the demands of the key stakeholders (citizens, enterprises, community organisations, etc.). It follows that the familiarity with the experience of civil organisations active in urban development and their involvement in international co-operation could serve for an continued co-operation in the Hist.Urban network.

▶ Hist.Urban has highlighted that spatial integration is key to successful integrated revitalisation. The current project has mostly contributed to the integration of sectoral (urbanistic, social, economic and ecological) policies; working on the enhancement of urban-rural partnerships (city-regional approach) will be an important step in the direction of future co-operation and continued networking.

Finally, Hist.Urban has shown that the support of all political levels is needed in the historic cities´ efforts for integrated revitalisation. It is necessary to integrate these efforts into local and national development strategies and policies. All government levels have to work hand in hand and develop, in close cooperation with the cities, the conditions that will allow pursuing an integrated urban revitalisation. The experiences provided by Hist.Urban not least illustrate the feasibility and the success of such cooperation for the revitalisation of small and medium-sized historic towns.

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