

# BALTIC SEA REGION CO-OPERATION ON SUSTAINABLE URBAN HERITAGE MANAGEMENT

## Activities of the working group Sustainable Historic Towns 2001 - 2002



**Baltic Sea Region Co-operation on  
Sustainable Urban Heritage Management**

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## PREFACE



*Town Raahe on the eastern coast of the Gulf of Bothnia.  
Photo National Board of Antiquities of Finland.*

The co-operation between Finland, Norway and Sweden on the preservation of Nordic wooden towns was carried out in the late 1960s. The work resulted in developed methods on urban heritage inventories and conservation plans for several individual wooden towns. The conclusions were disseminated in a number of publications and a conclusive conference. The concern for the preservation of wooden towns and built areas in the Baltic countries resulted in Nordic-Baltic heritage authorities' co-operation in the years 1997-2000. A series of conferences was arranged to enhance the cultural values of the urban environment in wood in the Baltic States and to discuss problems on infillarchitecture in the historic urban fabric. The conclusive conference on "Historical European Towns - Identity and Change" was held in Oulu, Finland in 2000. The seminar was arranged with financial grants from the EU Raphael Programme.

The working group "Sustainable Historic Towns", initiated by the Monitoring Group on Cultural Heritage Co-operation in the Baltic Sea Region, was set up in year 2000. Its structure and memberships based on the network formed by the Nordic-Baltic wooden town co-operation. The chairmanship is under the National Board of Antiquities in Finland together with the National Heritage Board of Estonia. Members are experts from national and regional heritage boards in Denmark, Latvia, Lithuania, Norway, Poland and Sweden. From Lithuania the Vilnius Gediminas Technical University is also involved. A representative of the Russian authorities has taken part in two meetings. The aims and goals of the working group were adopted in late 2000.

The challenges for urban heritage conservation in the Baltic Sea region are common although the urban history and the legal and administrative instruments to manage them are different in the individual countries. In the Nordic countries there is a manifested order to clarify improved practices for integrated, sustainable urban management - in Finland the New Land Use and Planning Act states that the planning process should be transparent and at the local level interactive. In Norway the Governmental programme is called City Renewal and in Sweden local heritage protection is seen as a resource. In Denmark the organisational changes have reshaped the national Urban Heritage Management programmes. As the pressure of a market economy is focused on historical, valuable areas in cities and towns of the Baltic countries, Poland and the former German Democratic Republic, the practices of Urban Heritage Management, such as decision making processes, methodological tools for making analyses and evaluations, cross-sector co-operation and NGO involvement are defined in stages.

The "Sustainable Historic Towns" working group is a network and platform to discuss problems on urban heritage conservation and heritage as a resource for local identity and development. Improvement of Urban Heritage Management tools involves partners in different sectors, such

as national, regional and local authorities, universities and research institutes. In order to cooperate more tightly, the network has initiated the project "Sustainable Historic Towns - Urban Heritage as an Asset of Development". The project has been approved as an Interreg III B part-funded project for the years 2003-05.

Helsinki, March 2004

*Margaretha Ehrström*

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## SUMMARY

Urbanisation is considered to be one of the most important challenges of the 21st century, affecting also the authorities working with urban heritage conservation. Indicators for sustainable development for Urban Heritage Management have not yet been defined. Administrative methods must be integrated.

This report presents the work of the "Sustainable Historic Towns" working group in the years 2001-2002. The background and aims of the working group is presented in the first chapter. The working group was initiated by the Monitoring Group on Cultural Heritage Co-operation in the Baltic Sea States and set up in 2000. The working group will promote preservation and sustainable development of historic towns of the Baltic Sea States by recognising their local identity. The means used are to develop a common strategy, management and good practices for sustainable development in historic towns. Furthermore research activities are encouraged and innovative projects are promoted in participation with national, regional and local authorities, NGOs and other sectors.

The working group arranged a workshop in Tallinn in 2001 on the theme "Identity as Cultural Resource - Small Historic Towns Facing Development and Change". The papers, presented in the second chapter, took up problems on the methodology for sustainable urban development on one hand and urban heritage protection on the other. The Norwegian project led by the National Heritage Board on "City Renewal" was presented as a national effort for preserving urban heritage. This project aims at developing methods of inventories for analyses of cultural heritage values so that they can be included in the planning processes and conservation programmes. Case studies were presented from Ribe, Denmark; Kuressare, Estonia; Forssa, Finland and Hjo, Sweden.

The Conference on "Contemporary Architecture and Design in Historic Urban Areas" took place in Riga in December 2002. The conference was attended by some 90 local and international experts. The papers, presented in the third chapter, discussed, for example, the questions of local heritage identity in times of change, the role of different actors in urban heritage preservation, and what the pre-conditions are for contemporary architecture in a historic urban environment. The conference agreed upon a resolution. This conference was also an event to celebrate the 30th Anniversary of UNESCO's World Heritage Convention and Riga Historic Centre's Fifth Anniversary as a World Heritage Site.

The activities of the working group "Sustainable Historic Towns" have also resulted in national reports on urban heritage preservation, here presented in chapter four. They deal with the national legislation on urban preservation, methods on inventories and analyses and current tasks and challenges. These reports also form the basic material for the future activities of the working group.

## SAMMANDRAG

Urbaniseringen anses vara en av 21:sta århundradets viktigaste utmaningar. Det här berör även de myndigheter och ämbetsverk som ansvarar för bevarandet av kulturmiljöer och byggnadsarvet i historiska städer. Det har skrivits om bärkraftig utveckling i kulturhistoriskt viktiga stadsmiljöer, men man har ännu inte kunnat precisera allmängiltiga indikatorer.

Den här rapporten presenterar arbetsgruppens "Sustainable Historic Towns" verksamhet under åren 2001-2002. Arbetsgruppen tillsattes 2000 under initiativ av samarbetsgruppen för kulturarvssamarbetet inom Östersjöregionen (Monitoring Group on Cultural Heritage Co-operation in the Baltic Sea States). Arbetsgruppens målsättning är att föra fram vård och bärkraftig utveckling i historiska städer i Östersjöländerna. Det lokala byggnadsarvet ses som en resurs i utvecklingen. Metoderna för arbetsgruppen är att utarbeta en gemensam strategi, verktyg och "good practice" för en bärkraftig utveckling i historiskt viktiga stadsmiljöer. Samarbetspartners är nationella, regionala och lokala myndigheter, invånarföreningar samt universitet och forskarinstitutioner.

Arbetsgruppen ordnade ett seminarium i Tallinn 2001 med temat "Identity as Cultural Resource - Small Historic Towns Facing Development and Change." Presentationerna tog upp problematiken kring metoderna om bärkraftig utveckling i historiska stadsmiljöer och vården och bevarandet av de urbana miljöerna. Det norska projektet lett av Riksantikvaren om stadsförnyelse presenterades som ett nationellt övergripande program att bevara nationellt betydelsefulla stadsmiljöer. I projektet ingår utveckling av inventeringsmetoder och analys av kulturmiljöer. Därtill vill man finna modeller för hur denna kunskap kan överföras till planeringsprocessen och särskilda vårdprogram. Fallstudier från Ribe i Danmark, Kuressare i Estland, Forssa i Finland och Hjo i Sverige presenterades även på seminariet.

Den internationella konferensen "Contemporary Architecture and Design in Historic Urban Areas" arrangerades i Riga år 2002. I konferensen deltog c. 90 lokala och internationella experter. Konferensen behandlade teman som den lokala identitetens betydelse vid stadsutveckling, olika aktörers roll i vården av stadsmiljöer samt vilka krav man bör ställa på ny arkitektur i historisk stadsmiljö. Konferensen sammanfattade resultaten av presentationerna och diskussionerna i en resolution. I samband med konferensen ordnades en skild session för att fira UNESCO´s världsarvskonvention, som fyllde 30 år, samt Riga´s historiska centrum, vilket varit världsarv i fem år.

"Sustainable Historic Towns" arbetsgruppen har även tagit fram nationella rapporter om vården och bevarandet av stadsmiljöer. De beskriver den nationella lagstiftningen, inventeringsmetoder och analyser av kulturmiljöer samt aktuella utmaningar och projekt. De här rapporterna fungerar som underlag för arbetsgruppens kommande verksamhet.

## YHTEENVETO

Kaupungistumista pidetään 21. vuosisadan tärkeimpänä haasteena, joka koskee myös kaupunkimaisesta kulttuuriperinnöstä vastuussa olevia viranomaisia. Kulttuuriympäristöjä koskevia kestävä kehityksen mittareita ei ole vielä määritelty kulttuuriperinnön hallinnon työkaluiksi.

Tämä raportti esittelee Itämeren maiden kulttuuriministereiden kulttuuriperintöyhteistyön seurauksena vuonna 2000 perustetun Sustainable Historic Towns-työryhmän toimintaa vuosina 2001-02. Työryhmän tausta ja tavoitteet on esitetty raportin ensimmäisessä luvussa. Työryhmä edistää historiallisten kaupunkien ominaislaadun tunnistamista ja vaalimista sekä kestävä kehitystä Itämeren alueella kehittämällä yhteistä strategiaa, hallintomenetelmiä ja hyviä käytäntöjä historiallisissa kaupungeissa. Se rohkaisee myös tutkimusta ja innovatiivisia hankkeita yhdessä kansallisten, alueellisten ja paikallisten viranomaisten, kansalaisjärjestöjen ja muiden sektoreiden kanssa.

Työryhmä järjesti Tallinnassa vuonna 2001 seminaarin "Identity as Cultural Resource - Small Historic Towns Facing Development and Change". Siellä pidetyt esitelmät, jotka ovat raportin luvussa 2, käsittelevät yhtäältä niitä ongelmia, joita kaupunkimaisen kestävä kehityksen metodien kehittämisessä on, ja toisaalta kaupunkisuojauskeinoja. Esimerkkinä kansallisesta hankkeesta kaupunkisuojelelussa esiteltiin Norjan museoviraston johtama "kaupunki uudistus"-projekti. Hankkeessa pyrittiin kehittämään menetelmiä kulttuuriympäristöjen inventointien ja arvottamisen analyysiin, niin että inventointeja voitaisiin sisällyttää kaavoitusprosesseihin ja suojeleohjelmiin. Kaupunkikohtaisia esittelyjä kaupunkisuojauskeinoista ja menetelmistä käsiteltiin esitelmissä Riben kaupungista Tanskassa, Kuresaaresta Virossa, Forssasta Suomesta ja Hjosta Ruotsissa.

Luku kolme käsittelee Riassa joulukuussa 2002 pidettyä konferenssia "Contemporary Architecture and Design in Historic Urban Areas". Siihen osallistui noin 90 paikallista ja kansainvälistä asiantuntijaa. Siellä pidetyissä esitelmissä käsiteltiin muun muassa paikallisen kulttuuriperinnön ominaispiirteiden sietokykyä, kaupunkisuojauskeinojen eri osapuolien rooleja, ja mitä ennakkoehtoja voidaan asettaa nykyarkkitehtuurille historiallisissa kaupunkiympäristöissä. Konferenssi laati yhteisen päätöslauselman. Konferenssin yhteydessä juhlittiin myös UNESCO:n maailmanperintösopimuksen 30-vuotis- ja Riian historiallisen keskustan maailmanperintöluetteloon liittämisen viisivuotisjuhlaa.

Työryhmä Sustainable Historic Towns on myös laatinut kansalliset katsaukset kaupunkisuojauskeinojen tilasta. Näissä neljännessä luvussa esitellyissä katsauksissa on käsitelty lyhyesti kaupunkisuojauskeinojen kansallinen lainsäädäntö, inventointi- ja analyysimenetelmät sekä ajankohtaiset tehtävät ja haasteet. Tämä selvitystyö on toiminut pohjana työryhmän jatkotyöskentelylle.

# 1. INTRODUCTION

## 1.1 The Baltic Sea States Heritage Co-operation on Cultural Heritage

*Maire Mattinen*, Head of Department, National Board of Antiquities, Finland

Cultural Heritage co-operation in the Baltic Sea Region is a co-operation initiated by the Ministers of Culture at the meeting in Lübeck, 1997. The Declaration of the Ministers of Culture stated that "special attention should be given to cultural heritage, as an important part of the environment and an important factor for economic and social development."

A monitoring group was set up, with a mandate to the end of the year 2003, when the 6th Conference of Ministers of Culture will take place in St. Petersburg. The monitoring group has members from all states in the Baltic Sea, representing both heritage preservation and museums. The Deputy Director of the National Heritage Board in Sweden chairs the group.

As cross-cutting perspectives the monitoring group has noted the following:

- there is a need for raising awareness of the common cultural heritage of the Baltic Sea Region,
- cultural heritage should be seen as a promoter for local and regional development,
- traditional skills are to be encouraged and they should be promoted through education and training, and
- information systems should be created and documentation methods developed.

Out of these perspectives four themes have been selected for further development and project-oriented activities. They have formed working groups covering the following areas:

- Building preservation and maintenance in practice, chaired by Sweden and Latvia;
- Underwater Heritage, chaired by Denmark;
- Coastal Culture and Maritime Heritage, chaired by Norway and Poland;

All groups have in a series of meetings defined their short- and long-term working programmes. The working process has differed from group to group depending on their aims and goals. The Group on Building Maintenance and Practise has taken existing conservation projects in Baltic States as a starting point for an enlarged participation. The group Coastal Culture has focused on an exhibition on lighthouses as a concrete first step. The group on the Underwater Heritage has concentrated on an outline to legal instrument for protection. The group Sustainable Historic Towns has paved the way for a long-term action plan developing strategies for urban conservation plans.

As a common activity, the Monitoring Group together with the working groups on Coastal Culture and on Maritime Heritage and on Underwater Heritage arranged the First Heritage Forum with the title "Baltic Sea Identity". The themes focused on Coastal Culture Heritage, both movable (Traditional Ship Building Techniques and Preservation of Historic Vessels) and immovable (Physical Planning in Coastal Regions, New Uses for Old Lighthouses). An overlapping theme was Coastal Cultural Tourism (e.g. King Valdemar's sailing route, Blue Skagerrak). More information [www.baltic.heritage.raa.se](http://www.baltic.heritage.raa.se)

## 1.2 The Urban Heritage in the Baltic Sea Region



*Town Ystad on the Swedish coast of the Baltic Sea.  
Photo National Heritage Board of Sweden.*

*Margaretha Ehrström*, leader of the working group Sustainable Historic Towns, senior officer, National Board of Antiquities, Finland

Since historical times and still today the Baltic Sea has formed a unifying element for the countries around the sea. The waterways have connected people and cultures, being the ways through which goods, ideas and impulses have reached people and places. The Hanseatic League, who kept the stronghold of the Baltic Sea during the Middle Ages, was not only a strong economic unit but also an important gateway for European ideas to reach the remote northern countries.

The countries round the Baltic Sea have experienced different stages in history and development, though similarities can still be traced in the tangible and intangible culture as well as the heritage of each country. The historic towns form an important part of the built heritage in these countries. The characteristics of the individual towns have to be analysed by the history of the past. The town plan e.g. tells about the founding conditions of the town, in time and topography. A medieval town is characterised by an irregular urban plan, while towns from 16th and 17th centuries often had grid plans. The topographical conditions of the place give individual characteristics to the way the plans were executed and individual public and private houses were built. A town with special functions, e.g. a regional capital, is characterised by a number of public buildings and spaces while industrial towns were usually founded by running water, with high chimneys as important landmarks. Round the very core of the towns more recent layers can be found, which tell about prosperity and growth under different periods.

The traditional local building material is another characteristic element common to the historic towns in the Nordic Countries and The Baltic States. Log timber houses have formed the important urban fabric in towns in Estonia, Finland, Latvia, Norway and Sweden. In Denmark skiftesverk-houses have been the most important building technique, while masonry is traditionally used in Lithuania, Poland and Germany. The use of natural stone, e.g. sand- and limestone from the Southern Baltic Sea region, has played an important role for decorations of public buildings in Finland and Sweden.

The architectural exterior and details of houses have also shifted over time according to the origins of influences. Local craftsmen have transferred details of architectural styles used in Central and Southern Europe to new, individual and local interpretations in wood and plaster.

Since World War II many minor historic towns have undergone considerable change. The change has been due to economic, political and social conditions. Towns being important regional capitals have lost their main functions and become urban areas of recession; coastal towns have lost the physical contact to the sea because of the raising of the land; changes in economic conditions and inventions in new technology have led to the closing of traditional industries and the decline of industrial towns. The strong urbanisation trend of the 1960s and 70s, which still continues, is one of the world's largest movements of people from rural to urban areas.

Sustainability as part of town planning is today integrated in the national legislation in a number of countries around the Baltic Sea. Sustainability aims at controlling the development in a sustainable way. A sustainable development is a development that fulfils present needs without compromising the equivalent needs of future generations. In the context of urban conservation and planning processes sustainable development means to be concerned with the diversity of the built heritage in terms of economic, social and cultural aspects. Preservation of chronological layers and the richness of different environments are important at a time when monotonous and short-lived buildings are churned out by industrial mass-production. In terms of sustainability the importance of preserving the *Genius Loci*, the spirit of the place, is strongly stressed. Individual and collective memory plays a crucial role when evaluating the importance of a place.

### 1.3 Aims and Goals of the Working Group Sustainable Historic Towns

The working group "Sustainable Historic Towns" has agreed upon aims and goals to foster its activities. The Aims and Goals of the working Group Sustainable Historic Towns are:

- To promote the preservation and sustainable development of the diversity of historic towns of the Baltic Sea by recognising their local identity,
- by developing a common strategy, management and good practices for sustainable urban development in historic towns,
- by encouraging research activities and promote innovative projects in participation with national, regional and local authorities, NGOs and other sectors, e.g.
- cultural tourism. The activities will focus on the sustainable development, including preservation, of historic towns by recognising their diversity and local identity.
- To recognise the specific characteristics of the towns around the Baltic Sea, including both the tangible and intangible. Urban conservation involves actions to identify the physical and non-physical characteristics of an individual town, and to manage the changes in a sustainable manner. The identity of every individual town has to be examined for further planning actions. This action is undertaken in co-operation with local inhabitants, professionals and politicians. The role of the national level is to act as an initial motor.
- To analyse the tolerance of change without losing identity.
- To examine, present and disseminate various strategies to incorporate historical stratification into the process of change (infill architecture, new use of historic buildings and city space).
- To find models for interaction/participation in the planning processes of urban development.

The activities will focus on the creation of networks, exchange of knowledge and experience and raising public awareness by organising seminars and meetings between partners to the projects,

- to encourage research and training programmes carried out by national, Nordic and Baltic bodies (universities and international organisations such as ICCROM/ITUC),
- to focus on individual towns as good examples of democratic participation in the planning process,
- to offer a forum for discussions concerning various items, co-operation between experts and NGOs, urban planners and inhabitants, civil servants and researchers, building conservators and professionals, e.g. in the field of cultural tourism management.

## 2. WORKSHOP IN TALLINN 2001: IDENTITY AS A CULTURAL RESOURCE - SMALL HISTORIC TOWNS FACING DEVELOPMENT AND CHANGE

### 2.1 Experiences on "Sustainable Historic Cities?"; a survey concerning sustainability in development projects in four historic cities



*Tallin*

*Photographer Peter Sate / UNESCO*

*Hans-Jacob Roald, Senior Adviser in the Nordic World Heritage Office, author of the book «Sustainable Historic Cities»*

The "Sustainable Historic Cities"-process started with the project Urban Design Guidelines, a co-operation between The World Bank and UNESCO, which had the intention of preparing urban design guidelines for the cities on the World Heritage List. This should be done in order to avoid conflicts between protection and development. In this connection, the Nordic World Heritage Office (the NWHO) was asked to develop a methodology on case studies. However, and with reference to a Nordic pragmatic attitude, the NWHO questioned the need for another set of general and international guidelines on heritage protection. There existed about seventy charters touching on various aspects of conservation, but there was still a severe lack of methodologies to analyse the challenges of changes in urban historical environments. As a result the NWHO decided to design a project of its own, addressing the main partners involved, the cities. The project was titled "Sustainable Historic Cities" and aimed at seeing the historic cities in a broader environmental perspective and hence a sustainable perspective. Four cities were selected: Tallinn in Estonia, Riga in Latvia, Visby in Sweden and Ålesund in Norway and the project was given the subtitle: "A Baltic Nordic Approach".

The main question was: Is it possible to develop a methodology that will make it possible to study how to initiate and manage development in historic cities without damaging their outstanding features? And further, is it possible to do so within a limited time span, taking the considerable speed of ongoing urban change into consideration?

The project implementation was organised into different sections. An analytical section discussed issues related to urban development and urban conservation seen from a general and a Baltic-Nordic perspective. Parallel to this, case studies were set up involving the four strategically selected urban sites. As a result, the project was able to offer concrete recommendations addressing the general project goal, the partners and cities involved in the case studies. In addition a section was designed to comment on some of the findings during the investigations and offering a dialogue as a framework for further studies.

The process started with defining the methodology on how to identify the character of an individual historic town and secondly how to deal with this character taking ongoing development (or lack of development) into consideration, seen from a sustainable perspective. The issue of defining the character of an urban site and for what reason is a most complicated issue.<sup>1</sup> Agenda 21, the Aalborg Agenda, gave some new and critical aspects for sustainability and dealing with balance. However, no cultural values or qualifications were recognised so far in sustainable development theories or strategies. On the other hand, an excellent methodology has been developed in defining sustainability in natural environments. What was further questioned was balance as a general goal with reference to Dr. Susan Owens' discussions on critical and no-critical limits.

The approach started with the cities themselves dealing with protection and development. The first question was whether it was possible to obtain enough knowledge, relevant for inquiries and useful as a basis for comparative studies. With the help of a method developed for this project the question seemed feasible. The question formed a part of the answer: a decisive precondition was to establish an active working group consisting of high-ranking representatives from the state and municipal governance of the city. The open and critical discussions and analysis, with a real aim to reach an agreement about certain definitions, and even the strengths and weaknesses of the respective systems of governance, formed an essential part of the process and method. The target audience was the decision-makers in the public sector.

To start from an ecological approach, the city has to be studied in interaction with its surroundings. Awareness of the different contexts between the historic city and hinterland is crucial to our understanding of tasks, contents and forms of the city.

Two parallel and integrating approaches towards sufficient knowledge were established: the practical and concrete empirical, involved with the case studies, and the analytical, theoretical investigations, which were partly confirmed by the case studies. The empirical case studies gave as an outcome general comments and recommendations concerning improvement of the legal framework, development of municipal governance and place-specific comments and recommendations concerning regional co-operation, long and short-term policies as well as institutions and practices. The outcome of the analytical approach was the design of a methodology for case studies and theoretical backdrop for comments and recommendations.

The UN Commission on Sustainable Development (CSD-95) launched draft Sustainable Indicators. This method is organised into a general framework of State, Pressure and Response (S-P-R) values, and indicators towards sustainable development. This conceptual framework was adapted, with the goal to bring culture into the strategy, using the following terms as an approach to urban sustainability:

- Development trends = Pressure
- Values and Norms = State
- Management/Recommendation = Response

<b>PRESSURE</b> Development:	What are the basic tendencies of development, or lack of development, influencing the urban fabric?
<b>STATE</b> Values:	What values are regarded as essential within a given urban setting?
<b>RESPONSE</b> Management:	How are the cities actually governed? What are the rights and responsibilities of the main partners involved?
Comments:	How are the cities governed, taking into consideration the correlation or lack of correlation, between the recognised city values and ongoing economic development?
Recommendations:	Proposals for concrete improvements referring to the public sector, seen both from a general and place-specific point of view.

This investigation was implemented at three geographical levels: the regional, the city level and a project level:

CITY	VALUES	DEVELOPMENT	MANAGEMENT
IN THE REGION	<ul style="list-style-type: none"> <li>Which cultural/historic values are involved in regional land-use planning?</li> </ul>	<ul style="list-style-type: none"> <li>Is there an authorised description on a long-term regional development tendency, which will influence the physical structure of the city?</li> </ul>	<ul style="list-style-type: none"> <li>Are there governmental bodies with responsibility for/influence on land-use at a regional level and what instruments do these bodies have at their disposal?</li> </ul>
THE CITY CENTRE	<ul style="list-style-type: none"> <li>Which cultural/historic issues and properties are incorporated in the city policy and on what terms?</li> </ul>	<ul style="list-style-type: none"> <li>In what way do the identified development tendencies influence the physical structure and the cultural/historic values of the city?</li> </ul>	<ul style="list-style-type: none"> <li>What are the strategies and instruments of the municipality concerning land use and heritage protection within the city?</li> </ul>
A PROJECT* *An example of a conflict between values and development	<ul style="list-style-type: none"> <li>In what way does the project influence the authorised cultural/historic city values?</li> </ul>	<ul style="list-style-type: none"> <li>In what way is the project influenced by and/or influencing the identified development tendencies?</li> </ul>	<ul style="list-style-type: none"> <li>How is the project managed as an initiative and as a planning process concerning: <ol style="list-style-type: none"> <li>agenda setting</li> <li>decision making</li> <li>implementation</li> <li>monitoring</li> <li>evaluation</li> </ol> </li> </ul>

This rather open and almost impressionistic approach made it possible for the project to reach consensus on various issues. This P-S-R functioned as a framework for consensus, made possible through open-minded discussions between high level State and local authorities. These

discussions took place in the cities involved one after the other. The process ended in the design of a draft set of recommendations built on a rather limited set of empirical data.<sup>2</sup>

To make a long story short, the principle message was:

Because a sustainable perspective should influence all major aspects of environmental development; because an operational definition on sustainable environmental development does not yet seem to be in place and because the urban challenge is regarded as a major challenge for the 21st century, urban development and urban conservation should take their rightful place and offer their own contributions to the establishment of an authorised, operational sustainable strategy

And the general message was:

Sustainable land-use planning must be based in a regional framework reflecting a balance between development and values, identifying a rational territory reflecting the dominating development forces and the major values which are affected (cultural and natural capital, capacity and vulnerability). With reference to the dynamic, fundamental interaction between the urban structure and its hinterland, »Sustainable Historic Cities» should be replaced by »Urban Structures including Historic Cities as Dynamic Values in a Sustainable Region».

There is a consensus within the UN and OECD on the development and use of the methodology of pressure-state-response and indicators towards a sustainable development. However, to date culture seems to have been neglected in this strategy. The world of heritage protection should contribute by developing indicators within its own field of interest, representing a well-established cultural institution and the richness and diversity of our historic testimonies. At the same time, we have to acknowledge that essential parts of cultural phenomena cannot be transferred into data and numbers.

There are times when a feature of the environment needs to be treated as inviolable. The world of heritage protection and the World Heritage List in particular offer a broad spectrum of such features. Some indicators should therefore reflect critical and irreplaceable values. A challenge for sustainable development is to identify and integrate the indicators representing critical parameters offered by the professions involved into a holistic strategy.

A cross-disciplinary professional approach and the establishment of integrated and fully authorised bodies of government, with special focus on the local level and strongly involving cultural aspects such as heritage protection, are conditions for the implementation of a sustainable development. The cities can be seen as the largest units initially capable of addressing the many urban challenges and the smallest scale at which problems can be meaningfully solved in an integrated, holistic and sustainable fashion.

Historic cities represent the most concrete testimonies of European civilisation. They are multifunctional, dynamic organisms and the cultivation of their urban fabric, with their monuments and structures, through beneficial use, is the prime objective. The historic cities are bearers of special cultural obligations, such as the idea of education being the mutual cultivation of man and environment.

In addition the project offered messages and recommendations addressing:

- The Baltic - Nordic region
- The Baltic countries
- The Nordic countries
- The city of Tallinn
- The city of Riga
- The city of Visby
- The city of Ålesund

Returning to the starting point, to set urban design guidelines (UDG) for historic cities: this project created a new version, as a set of draft guidelines. The headlines chosen in the draft guidelines are not in accordance with the agenda promoted by UN CSD95, which are Social,

Economic, Environmental and Institutions. Instead, and as an experiment, Environment is replaced by Ecology, as the physical environment as a phenomenon is represented by the heading of the project and as such is involved in all the categories, and because the issue of ecology was very central at the starting point of the development of a sustainable terminology. Somehow the issue of ecology seems to have vanished from the agenda. Secondly, the category of Visual Experience is introduced, as a fundamental concept referring to inter-subjective visual experiences, including and integrating heritage protection and aesthetics.

The NWHO draft on Urban Design Guidelines

#### *Social aspects*

- Fair access to the city's basic environmental resources should be promoted.
- The environmental values reflected in the townscape should be regarded as common, multicultural values.
- The variety of knowledge and acknowledgement inscribed in the visual experiences presented by the historic core should be studied, interpreted, and made accessible, in order to promote tolerance, self-respect and pride in place.
- The awareness of historic values should be regarded as a contribution to a broader strategy on environmental awareness in general and to sustainable development particularly.

#### *Economy*

- As part of a liveable society, the city should promote a sound economy and innovation by offering a broad spectrum of public and private, commercial and cultural activities, reflecting regional skills and creativity.
- The city should respond to regional and local supply and demand in order to sustain its central position as a beneficial structure and in order to promote regional economic development.
- In order to promote predictability and a balance between development and protection, areas for long-term investments and renewal activities, as well as areas for protection, should be identified and integrated in the legal framework.
- Within the areas of heritage protection, maintenance should be preferred and encouraged in preference to restoration, and restoration in preference to renewal.

#### *Institutional*

- As far as possible, there should be a correspondence between the area representing the actual ongoing economic development, and the area of sustainable environmental governance.
- Fully-integrated, authorised and cross-sectorial bodies of environmental governance should be established at regional and local levels as a condition for promoting sustainable development.
- Cultural values and the field of heritage protection should be integrated, authorised and respected as an essential part at all levels of environmental governance.
- The local level of governance should represent the largest unit capable of addressing the main urban challenges and the smallest scale at which these challenges can be resolved in an integrated, holistic and sustainable fashion.

#### *Ecology*

- The regional level of governance should manage its critical and general environmental capacity alongside its natural and cultural vulnerability.
- Uncontrolled urban sprawl should not be allowed and a balanced interaction between the urban and rural areas, limiting the exploitation of non-renewable resources, should be promoted.
- A healthy city, with a balanced waste production, should be promoted.
- The areas of heritage protection should be regarded as clusters of nonrenewable structures.

### *Visual experience*

- The significance of the townscape, its interaction with the natural landscape, its spiritual and symbolic aspects, its built environment as layers of historic documents, in sum *genius loci*, should be studied, and critical elements should be identified and, as far as possible, integrated within the city's legal framework, in order to sustain the integrity of the townscape as a cultivated landscape.
- The value of historic structures, clusters of properties and the outstanding monuments should be protected as properties of high quality in the full richness of their authenticity and provided with a monitoring programme of their own.
- New urban design should be excellent, should reflect the standards of its time and should establish a dialogue with the surrounding environment, enriching its *genius loci*.
- The respect for the environment as bearer of measurable and nonmeasurable values and beauty as a non-conceptual quality should be recognised and respected.

The idea behind the draft guidelines was in accordance with the philosophy promoted by CSD, as signposts that can point the way towards sustainable development. This somewhat open framework pays respect to the complexity and diversity of the phenomenon involved: the urban challenge. As a result the number of drafted guidelines are few. This philosophy is also reflected in the Nara Document on Authenticity:

Values and authenticity:

3. All judgement about values attributed to heritage as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgements of value and authenticity on fixed criteria. On the contrary, the respect due to all cultures requires that cultural heritage must be considered and judged within the cultural context to which it belongs.

### **Additional comments**

As a curiosity, a matrix was created comparing some key aspects on cultural and development tendencies at a particular state in time seen from the perspective of the persons involved in the project. The matrix highlights regional factors in macro-scale influencing urban development and urban heritage:

	VALUES	DEVELOPMENT	MANAGEMENT
INTERNATIONAL	<ul style="list-style-type: none"> <li>• Sustainable Development</li> <li>• Heritage Development</li> <li>• Fragmentation</li> <li>• Individualism</li> </ul>	<ul style="list-style-type: none"> <li>• Globalisation</li> <li>• Increasing Mobility</li> <li>• Digitalisation</li> </ul>	<ul style="list-style-type: none"> <li>• Deregulation</li> <li>• New Regional Patterns</li> </ul>
BALTIC	<ul style="list-style-type: none"> <li>• Urban Conservation</li> <li>• Identification</li> <li>• Symbols and Monuments</li> </ul>	<ul style="list-style-type: none"> <li>• Transition</li> <li>• Increasing Land-use and Transportation</li> </ul>	<ul style="list-style-type: none"> <li>• New Constitutions</li> <li>• Privatisation</li> </ul>
NORDIC	<ul style="list-style-type: none"> <li>• Nature Conservation</li> <li>• Identification</li> <li>• Environment</li> </ul>	<ul style="list-style-type: none"> <li>• Tradition</li> <li>• Centralisation</li> </ul>	<ul style="list-style-type: none"> <li>• Process of Reforms</li> <li>• Decentralisation</li> <li>• Balanced Position Public-Private</li> </ul>

In general, internationally organised operations for a sustainable development recommend the P-S-R model, and designing indicators in order to achieve a mutual longterm strategy. In addition, there are a number of propositions for agendas outlining the topics that should be given special attention and, in this context, the position the urban challenge should occupy. This project discussed the differences between a sustainable perspective and land-use planning in the past. The need for a cross-sectorial approach has been mentioned. Nevertheless, co-ordinating a broad spectrum of different topics and interests is in accordance with the established land-use planning tradition. Land-use planning has traditionally and gradually adopted new and altered geographic frameworks in accordance with the general development in society.

The project, however, indicated that there are two aspects considered as essential for a sustainable strategy. Identification of the values that are essential to guide and protect, and the need for a long-term perspective. To take the latter first, the aspiration to establish a long-term strategy is already integrated in land-use planning terminology and within the P-S-R model as well. The P-S-R model has a cyclic structure; that is, Response from the experiences are returned to Pressure, with the aim of influencing the forces that affect the relevant values (State), so that the influential forces are conducted towards the desired direction. In view of that, it is up to the respective administrations to establish long-term and regular routines for gathering and examining the data resulting from the experiences.

What is new - and rather difficult - is the establishment of critical limits relating to the values and the resources, which are seen as essential from a sustainable perspective. For that reason, this project has argued against perceiving sustainable strategy as a general, wide and cross-sectorial strategy, as this can result in business as usual, with a somewhat extended agenda. Consequently, and in the long run, the concept sustainable may become both indistinct and inoperative. The concept of sustainability may lose the ability to sustain its own power as a critical concept. Nevertheless, we have indicated the need to highlight the values that are irreplaceable from a sustainable point of view, as opposed to others. From an international

perspective, this is reflected in agreements relating to greenhouse gas emissions and biodiversity. On a regional level, however, the existence of such specific frameworks is more difficult to identify.

In view of the experiences from the case studies, this may seem somewhat discouraging. None of the cities had established a specific sustainable strategy, despite both crosssectorial and long-term aspirations. Of course, both the P-S-R model and the use of indicators, which entail the establishment of critical limits, were not introduced. One must, therefore, acknowledge that the establishment of a sustainable development for the city is still in its preliminary, and, hopefully, constitutive phase. Also, access to the data is limited, underlining the responsibility of the States concerning the establishment of relevant strategies and rational tools for management.

Why does culture seem to be of less interest for the development of sustainable strategies? Is there anything wrong with the concept of culture and its institutions, or do these institutions withdraw themselves from becoming involved in broader and more binding relations? Is it at all possible to define culture in a rational manner and in a crosssectorial and sustainable perspective?

There are several parallel concepts of culture in active use, where the normative and the cognitive traditions are the most prominent. On the one hand, the existence of scores of cultural notions may be seen as wealth, and as part of "Our Creative Diversity". On the other hand, a wide-ranging and, at times, hazy concept of culture may be unsuitable as a basis for a precise demarcation of related topics. For culture, such a demarcation is a prerequisite to attain an independent position within an operative agenda for a sustainable development. This does not mean that culture is insignificant or uninteresting, but the current concepts of culture may seem less suited for an individual category, and may be better off as an integral part of topics considered as relevant in a sustainable context, such as our urban environment. When disciplines such as urbanism and protection of culture claim a cultural position, it is important to pinpoint which cultural concept is being applied, considering the multiplicity of the notions.

Operative, cross-sectorial activities suggest the existence of a common platform for evaluation and co-ordination. It also means that the normative aspect - the dos and don'ts - should be given a higher and, in this case, a sustainable perspective. Of course, plunging into a cross-sectorial process, equipped with a traditional normative tool, is an extremely demanding position. Most planners have participated in difficult processes in which each discipline accuses the other of having the wrong values. Different professional jargons can, in such a perspective, be seen as a bigger hindrance to sustainable development than different national languages.

#### **Read more:**

Hans-Jacob Roald: "Sustainable Historic Cities? A Baltic-Nordic Approach",  
ISBN: 82-7950-027-8

<http://www.gaidaros.no/>

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## **2.2 Evaluating Urban Identity - and Evaluating the Evaluation**



*Town Stavanger in Norway.*

*Photo Arne Kjersheim.*

*Gisle Erlien*, Head of Section, Directorate for Cultural Heritage, Norway

### **Background - how do municipalities deal with urban identity in planning processes**

Dealing with identity requires methods for mapping and describing characteristics or qualities of urban areas - in Norwegian terminology, named place analysis. Different approaches to analysis may be

- historic architectural
- structuralist
- perception psychology
- phenomenological.

In 1993 the Norwegian Ministry of Environment published guidance material that covers all these approaches. A large number of municipal planning authorities have completed analyses more or less inspired by this guidance.

The directorate for Cultural Heritage commissioned the Norwegian Institute for Urban and Regional Research (NIBR) to do a study in five municipalities that had completed analysis and a following municipal plan, and used this to control development for a minimum of three years. The places included were Stavanger, Hamar, Skien, Drøbak and Sykkylven. The intention was to examine what the practical results from analysing the physical environment were - what could be traced in plans and projects, and what the causes were for good or bad experiences.

The survey covered the process from initial definition of planning problems, through analysis and plan, to final approval of plan and following implementation. The analyses and plans examined were mainly to be used as a knowledge base against which local planning and building authorities can evaluate future building projects.

### **Experiences from processes**

Of the five cases studied, only one comprises an explicit discussion of the relationship between registration and value assessment. Value assessment proved to change over time. This is given attention also because the change was registered after a short period.

In two cases the local planning administration performed the analyses. The remaining municipalities used external consultants. This was considered equally successful, partly because external consultants could look at the situation with "fresh eyes" (cfr. Edward Relfh and Ingrid Järnefelt)

Reference groups followed all the processes examined. Politicians were in general not directly involved in the process, and played a minor role in preparation of the analyses. In one case there were several theme groups contributing to data collection and taking part in discussions during the process. I shall come back to this case.

### **Use and results**

The analyses were used actively in the preparation of municipal or sub-municipal plans. Examination of the plans and interviews showed that

- Place analyses bring architectural, aesthetic and historical values into the planning discussion;
- Conclusions and recommendations that find a place in the planning documents are preserved for posterity;
- Place analyses can be used effectively to assess projects after completion of the plan;
- Factors other than the analyses are given equal weight.

### **Stavanger and the importance of identifying urban qualities**

Stavanger was chosen as one of the five cases in this study. The city is a regional centre in southwest Norway, and was a small town until the late 19th century, built with small wooden houses. Central parts of the city have maintained this identity to a high degree, all through the rise and decline of the canning industries and into the era of oil production.

#### **When conservation areas are defined - how do we set the limit for changes?**

An urban conservation plan defines conservation areas, but what qualities should define the limits for building new houses and constructions in central Stavanger? Municipal planning authorities needed a plan to govern building activities that were necessary to keep the city alive and adapted to current changes. Still, they did not want the city to lose its soul.

The urban planning authorities initiated an analysis, combining elements from structuralist methods and from the Danish SAVE. They recruited professionals to join reference groups, mainly because of their knowledge within the specific themes to be treated. Twelve groups were established, and discussions in these groups formed an important part of the process.

According to the project manager, this was in many ways more important than the methods inspiring the analysis.

The representatives from the administration are quite satisfied with the experience of using thematic groups in collecting and analyzing data. They add that it might have been an advantage to use external consultants that could have looked at the city "from the outside".

### **Contents of the analysis**

- Landscape and urban form
- Cultural landscape
- Reconstruction of historical landscape
- Artistic interpretation of landscape, to illustrate significance of local daylight conditions

### **Qualities of place**

These are named as qualities that form important parts of the city's identity, and should be maintained and enhanced. Examples include: the heart of the city, elements of nature that gave name to the city, sea buildings/warehouses, the city and the water, main spaces of the landscape, "Chamber Stavanger" (small scale urban areas with intimacy), medieval street structure etc.

### **Evaluating the contents of the analysis**

Among the aspects mentioned in the interviews are:

- "We see the qualities of Stavanger in a new way, and more clearly." (Conservative member of the city council)
- The analysis offers education on the historical development of the city, and a better understanding of the long lines of history.
- It makes people see the totality and context, not just the fragments.
- This is written in a clear and understandable language, and communicates in an excellent way.
- Easily read and easily understood - you feel like taking it along home, or using it as a gift.
- Readers are impressed by the professional quality of the analysis.

### **From analysis to plan**

The sub-municipal plan for central Stavanger was partly based on conclusions and recommendations in the analysis. Quality of place is given a chapter in the plan, and the 14 elements named in the analysis can be found in the plan as it was finally accepted by the city council. This plan is not a detailed set of rules and guidelines for urban design - it may rather be described as a fundament for further development through detailed local plans.

It seems that elements from the SAVE-analysis are most clearly recognised in the plan, especially the 14 qualities mentioned. Elements from the realistic urban analysis are not so easily traced. The study does not give clear answers as to why, but indicate that a lack of clearly named values may play a part. On the other hand, this may be read as a reminder that this way of analysis demands a consciousness on how and when to discuss values.

### **Using the analysis**

Politicians still use the analysis as background material in discussions, to ensure the understanding of context and quality. Property developers also use the analysis as background material. Qualities named in the analysis had a decisive influence when politicians rejected a proposal for some of the urban development projects proposed in recent years. In wide circles, it is accepted as a common basis for the shaping and development of Stavanger.

The planning and building departments in the administration are the most frequent users of the analysis. Both the knowledge and the recommendations are valuable in planning, and evaluation of plans and projects. The analysis has even been used in the training and education program for new members of the city council and for other municipal authorities.

Naturally, a solid analysis and an accepted plan have not managed to prevent every unexpected change. As mentioned in the general results in the report from NIBR, there have been deviations from the frames and limits defined in the plan, despite clear recommendations in the analyses:

- a hotel was allowed to build to fourteen stories (the plan says four);
- developers have proposed fourteen-story-high buildings when the plan states seven.

### Some recommendations from the NIBR-report

#### *Content*

- The content and the function of the place analysis in the planning process should be discussed and specified by the municipality.
- The value basis must be rendered visible and assigned a date.
- The areas of application of the methods and their appropriateness for different planning tasks should be discussed and clarified.
- The level of detail requires discussion.
- Language and presentation are vital.

#### *Process*

- It is essential that "someone" incorporates the place analysis into the planning work.
- The content of the analysis must have local legitimacy.
- Experiences in drawing on external professionals are positive.

Place analyses are a useful tool in conflict resolution.

## 2.3 Criteria of Identity - Methods for Determining Urban Values



*Estonian wooden houses.  
Photo Margaretha Ehrstöm.*

*Lilian Hansar, Town Architect of Kuressaari Municipality, Estonia*

The following methods are based on the Danish SAVE system. These methods, tested in six towns in Estonia during the year 2001 as identity case studies, may be used to determine urban values.

The main criteria for urban values may be:

1. The symbols of the city - city dominants (city landmarks)
2. The areas of environmental cultural value - city patterns
3. Urban structures
4. Buildings, constructions
5. Details and decorations of buildings

The following criteria were considered when analysing the case studies:

1. The symbols of the city - city dominants (city landmarks)
2. The areas of environmental cultural value - city patterns

### **1. The symbols of the city - city dominants (city landmarks)**

The symbols of the city are dominating and structurally important buildings and constructions or spatial connections in the city, for example panoramic views, topographic characters, dominating constructions (buildings), specific streets, squares, parks.

The criteria for evaluation include:

- Visual prominence and outstanding position in the townscape;
- Architectural or aesthetic values;
- A distinctiveness on the citymap;
- Significance in the history of the city, both cultural and economic.

### **2. The areas of environmental cultural value - city patterns**

City patterns are urban specific areas, blocs or ensembles of houses with a planned structure and spatial construction, having their own building prescriptions and models. These areas are characterised by an established integrity, influencing the general impression of the city the most.

The criteria for evaluation include planning structure and spatial structure.

#### **Planning structure:**

- Character of planning - the established integrity of planning structure, its originality (singularity);
- The street net and the streets - historically formed or planned geometry, the characteristics (broad-narrow, curvy-straight etc.) of streets, open views;
- The location of buildings - the location of the buildings on the streets (building line) and the plots;
- The greenery and the boundaries (palings, board fences) - the principles of refurbishing, the typical ways of fencing.

#### **Spatial structure:**

- The architectural characteristics of buildings, dominating building materials, style, volume and authenticity of buildings.
- The homogeneity of housing - compatibility of buildings with each other and with the area.

The identity of the urban area can be preserved on condition that local inhabitants understand and appreciate it and are willing to preserve it.

## 2.4 Forssa - Defining Identity of a Town

Jussi Hallasmaa, Town Architect of Forssa Municipality, Finland

### Background of the Historical Special Characteristics of Forssa



*Aerial photo of Kalliomäki. All plans have left layers in the townscape. Photo Municipality of Forssa.*

The present town of Forssa belonged to the administration parish of Tammela (the early name Loimo is mentioned for the first time in 1458 in the limit books of the parish of Kalvola). Forssa was formed from old villages around the Loimi river (Kuhala Haudankorva, Talsoila, Vieremä, Linikkala and Kuusto). The river leaves lake Pyhäjärvi and heads towards the River Kokemäki and the Gulf of Bothnia. In the 17th century there were several mills of local farmers along the Loimi River but because the milldams caused floods in Pyhäjärvi, most of the old mills were set to be demolished. Later the mill of Talsoilan was established in the year 1782 and five years later in the village of Linikkala a modern cart mill was built, called the mill of Kuhalan.

### Industrialisation and the Birth of the Town

The birth of the industrial community of Forssa is set in the year 1845 when Axel Wilhelm Wahrén, a member of an old Swedish business and industrial family, rented the water rights of the Kuhala mill from local farmers as 'eternal driving' and built a new mill building there in 1847 and the first industrial buildings of the Forssa Cotton Mill Company.

The first apartments for factory labourers were built in 1848 along Wahrenstreet, which connected the factory area to the main road of Tammela. The industry community enlarged quickly and in 1853 the factory employed 250 persons. Wahrén's idea for a self-sufficient industrial community where farming and industry go hand in hand came true in 1852 when he was able to buy the Wiksbergin manor house, which was located south of the spinning mill. Wahrén built a textile factory on the manor's land in 1854. The textile factory was steam powered and therefore placed on the upper reaches of the Loimi River where it was easy to float firewood. The industrial community quickly expanded and Wahrén built new residential buildings for the officials and labour, a school, a hospital, hotel, a general park with its green

rooms and so on, near the industrial facilities. Behind the skillful planning and land use was the Swedish-born county architect of Turku, Theodor Chiewitz (1815-1862). The planning office of the company operated in Forssa during 1872-1978. The office planned for example Kymi Oy, the Tervakoski paper mill and mechanisations of several saws and the broadcloth factory of Tampere and Tampella.

Old Forssa (1840-1940) was clearly divided into three areas with a peculiar townscape and with their own building ways and social structure.

The village-like tight but free-formed area of Uusikylä between a spinning mill and textile factory was built without external control by the entrepreneurs and mill workers on small irregular plots which were rented from farmers.

The area of Kalliomäki (Ronttismäki) on the east side of the church had a regular town plan. The company took possession of the area in the 1870s and the area was divided into its workers' rent sites and parcelled out. The area was mainly built by the beginning of the 1900s.

As a contrast to these residential areas stands the company's systematically and sophisticated planned and built residential and industrial areas, which withstand a comparison with model communities such as Saltier.

### **Town, Present and Future**

At the beginning of the 20th century Forssa was among the ten biggest towns in Finland though it did not have town privileges. In 1923 Forssa became a township and in 1964 a town. Its population at that time was about 11000 and by the beginning of the 1980s the figure had almost doubled.

Though Forssa no longer lives from cotton, it has remained mainly a traditional industrial town. The position of the cotton industry has been replaced by the food, building materials, IT and graphics industries. The problems of the town are the same as most of the small towns in Finland and Europe: basic industry is very dependent on trade cycles and no longer needs labour to such an extent as before. The population of the area is decreasing slowly (now about 19 000) and the enlivening of the town area requires new measures and solutions.

### **Kalliomäki, Ronttismäki**

The Kalliomäki residential area is as important and basic a part of Forssa's built history as the elaborately designed cotton mills, housing areas and official buildings made by the Forssa Cotton Company. This connection is one of the main reasons why all town plans made for Kalliomäki have respected the basic structure and scale of the area. Because town plans have not created strong needs or temptations to renew the area the social structure and the townscape have remained quite intact.

#### *Town Planning History of Kalliomäki*

Kalliomäki is on a south-facing hill near the weaving mill. During the establishment of the Forssa Cotton Mill Company it belonged to Linikkala village and were mainly the village's pasture grounds. In the 1870s, the Company bought several houses of Linikkala village and Kalliomäki was part of the deal. In 1875 Company started to settle the area with its workers. Kalliomäki was divided into 300-500 m<sup>2</sup> wide building sites which were divided by 3-4 meter-wide fire alleys and south-facing 6-8 meterwide streets or lines, as they were called. Building sites were first leased out to workers but in 1920 they were sold to leaseholders. The building style in Kalliomäki is modest and the houses are quite small because they were built from the workers' own building materials or they were rebuilt old farmhouses which were transported from nearby villages. Because of the social structure of the Kalliomäki area it was very densely populated.

The first real town plan for the area was made by the well-known Finnish architect and town planner Berthel Jung in 1925. In his town plan fire alleys were joined to the building sites and the new 12 metre-wide Mäkikatu (Hill Street) was built across the 'lines' from the church hill to the east.

In 1944 the town plan was renewed so that new buildings should be built in the middle of the building sites.

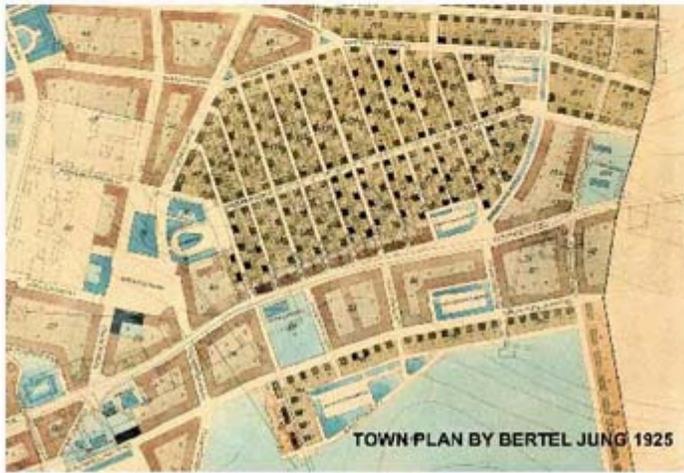
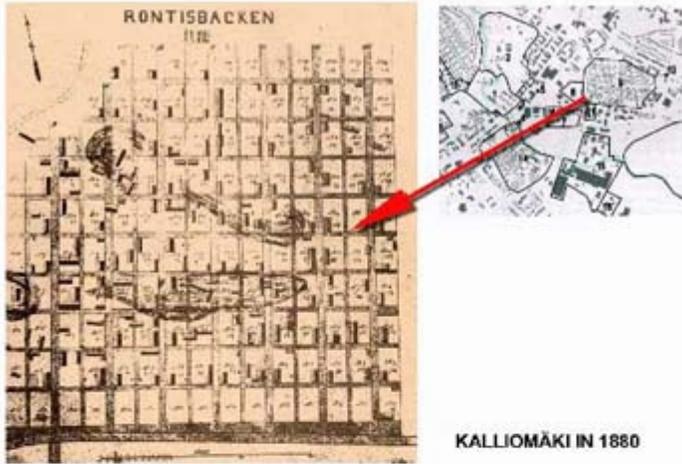
By the 1960s the Kalliomäki area was located in the middle of the town and the main goal of the new town plan in 1966 was obviously to cultivate the area for wealthier citizens (in the 1960s there was no drainage or water system). A low plot ratio (permitted building volume) for the blocks in the new town plan indicates a desire to unite old building sites. During that period the contrast of old and new building traditions was significant and in Kalliomäki a few brick houses were built. As a counter reaction to these changes local people started to demand a new preservation-oriented town plan.

The present town plan was ratified in 1978. It was one of the first so-called preservative town plans in Finland, though it gave no strict protective orders (except for museum buildings). It tends to guide building and planning so that repairs, extensions of buildings and new buildings are adapted to the old townscape. As part of the preservative plan the Kalliomäki area was in 1980s one of the so-called renovation experiment areas in Finland. The meaning of the experiment was to improve old buildings and the standard of equipment and energy-saving with state financing in old valuable town areas.

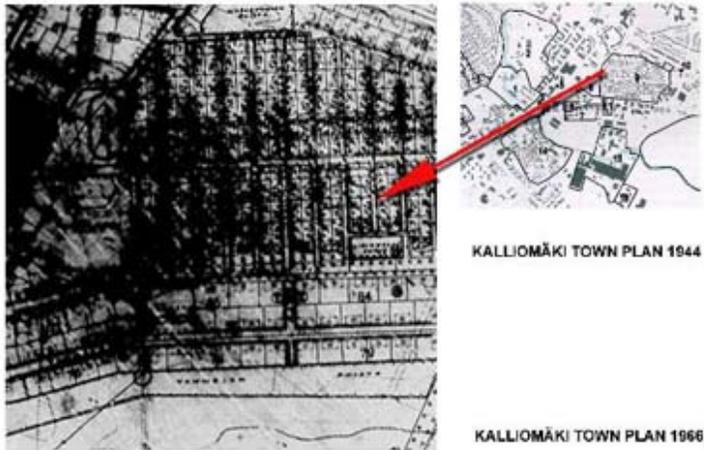
It seems that the story has a happy ending, so why are we here?

About 20 years has passed and we can now evaluate how well-meaning town planning and state financing has succeeded. Without going into detail one can say that all measures have not worked as well as planned.

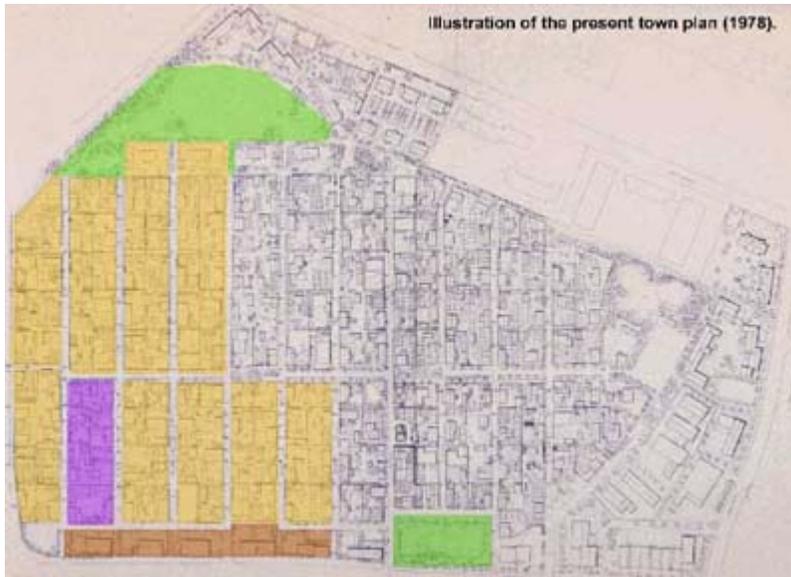
- guiding and instructions for repairs have been insufficient and have not answered inhabitants' basic questions,
- town plan orders have been too abstract,
- co-operation between authorities has not worked properly,
- financial support has been aimed at improving standards of housing equipment and energy-saving rather than environmental improvements and sustainable renovation,
- knowledge and knowhow about repairs in old wooden houses was not accurate and there were no easy ways to get the information.



*Plans for Kalliomäki / Ronttismäki residential area for workers from 1885 and 1925. Photo Municipality of Forssa.*



Plans for Kalliomäki residential area from 1944 and 1966. Photo Municipality of Forssa.



Present town plan from 1970'ies. Analyses for a new plan are under process. Photo Municipality of Forssa.

## 2.5 Maintenance and Restoration in Hjo

*Per-Göran Ylander, Town Architect of Hjo Municipality, Sweden*

### The town of Hjo

First a few short words about the name of the town where I work - HJO. You pronounce it the same as the English word "you". That is why the slogan for our town is in English. "I love Hjo". It has a nice double meaning.

Hjo is a little town of wooden houses, situated by Sweden's second largest lake - Lake Vättern - in the southern part of Sweden. The town's outer area consists of singlefamily houses, built during the 1970s and 1980s. The highest buildings are four stories high. Hjo has always been, and still is, a very little town, even by Swedish conditions. Today we have about 6,500 inhabitants. (Hjo Municipality: ≈9.000 in.)

### The medieval town



The part of town that I will first describe is the town centre. What the town centre is today, is what the whole town was at the beginning of the 1800s.

The town Hjo was first mentioned in written records in 1413 but the actual site with the name Hjo has been known since the 1300s. Hjo is a medieval town but for reasons I will shortly come back to its main appearance comes from the 1800s.

In Sweden there are approximately 20 towns where the medieval town structure has remained more or less preserved. The medieval town plan pattern in Hjo has been preserved to an even greater extent.

The oldest map of Hjo, still in existence, is from 1696, over 300 years old. This map shows a town whose structure on a whole resembles the town centre of today. From the irregular-shaped town square, the streets wind out in a structure similar to organic growth.

The main street runs parallel with the lake and roads from the surrounding countryside lead into the square and church in the middle of town. This is visual proof that Hjo has been spared from the biggest threat to wooden towns: fire.



Closest to the square are shops, offices and the public sector. Through gates one can enter into some of the yards. Once inside the yard one can see the water.

A short distance from the town square the houses are situated closely side by side, and often with an entrance from the yard. The buildings give the impression of being randomly situated, which is typical of medieval plan structure. Features of greenery are evident in the town. Often the architecture is plain, but at times the owner has excelled in wooden decorations.

#### **Development in the late 1800s**

From the 1400s and up to the middle of the 1800s, Hjo lived a still and relaxed life. Nothing much happened. Hjo was situated a little off to the side from the main roads. But from the middle of the 1800s and a half-century forward, Hjo came to take part in a strong development.

This development led to new houses being built, but also to the rebuilding of existing houses. The structure of the town however was never changed. Many buildings got a new exterior, but the structure remained as we remember it from the map from 1696. Therefore Hjo has the character of a town from the 1800s but with a medieval structure.

The reason for expansion in the 1800s was, amongst other things, development of communications. Just as today, communications are a prerequisite for the development of towns.

North of the old town a new harbour was built in the 1850s. The harbour is nowadays used only for recreational boats. Some decades later a railroad was built and connected to the main line throughout Sweden. Communication possibilities with the outer world did change radically in just a few decades.



### **The Spa**

This led to, among other things, the building of a spa on the north side of town in the 1870s. Bathing guests and tourists could easily come to Hjo, either by boat or train.

The spa consisted of a number of large villas built in a row along the lake. They were built of wood and were used only during summers. The buildings have many beautiful wooden decorations. A huge beautiful park surrounded the resort, which nowadays is the Town Park.

### **The New Town**



The town grew. Plans started to take form to expand to the north. A grid plan was established and building started around the turn of the century. The houses in this "New Town" grew larger and were more costly than before. Wood was still the dominant construction material. Verandas of all different types were a typical architectural feature for this period.

## National interest



These three areas - the original town (today's centre), the spa with its park and finally the first built parts of the grid town - are of national interest. For the preservation work within these areas, the town was honoured in 1988 with a national award and in 1990 with the Europa Nostras Medal of Honour "for the remarkable restoration of the entire wooden town of Hjo, preserving the original quaintness and charm".

Since the beginning of the 1980s, Hjo municipality has worked actively to preserve a living town with its original appearance. The ambition is to preserve street systems, shapes of quarters and building site structures as well as buildings of all types, housing, outhouses etc. Not only the medieval town structure is preserved, but also the typical town structures from the middle of the 19th century. The buildings that were built for the spa have significant value, as well as the park, which is being renewed according to cultural-historical reasons.

The buildings in Hjo most frequently represent a plain architecture, created by local craftsmen and builders. This tradition has significant value and the goal is to keep it alive. The framework of the houses is of timber and the exteriors are often covered with wood panelling. The style varies from simple exteriors to elegant decoration. There is also a small group of timber buildings with plastered roughcast exterior.

**Not a museum**



At times, now and then, a new house is built. This is something we look upon as positive. Our town is not a museum, but will change in the years to come. But we find it of importance that these new buildings fit in with the style that the area as a whole displays with regard to volume, material handling, and characteristic architectural features. We do not, however, want to build copies of old houses. We want to carry Hjo's soul further into the future by complementing it at a slow pace with good examples from our time. We use the same material and similar detail handling as on older houses but with a modern idiom.

Consequently, our goal is not only to preserve individual houses with great originality and old age, but our ambition includes, in equally high levels, the entire town and the large mass of buildings.

## Our work with preservation



If we go back a couple of decades, there was a very weak interest in Sweden in preservation questions, which concerned towns as a whole. When we preserved something, we concentrated only on individual buildings of extreme interest, and in turn often missed the complete picture. Through lack of knowledge and interest, Sweden has, in a short time, lost important parts of its cultural heritage.

Not only did we lack knowledge, but also we had too much money and insufficient political insight to realise that a fundamental need of humankind is to build and restore on a historical basis.

Objects traditionally viewed as important, such as churches, castles, and listed buildings, have for a long time had access to skilful restoration architects and antiquarians. The owners of these objects are often professional and know the importance of preserving the architecture, as well as technical history. In many cases, there are special economic resources set aside to preserve these buildings. They are, in theory, well protected and taken good care of.

We have few such objects in Hjo.

The situation in Hjo is as follows:

1. The individual buildings are by themselves not unique, but become important first when they, so to speak, appear in a group. It is the entirety that decides its significance.
2. The house owners are many, and they among themselves are very different, from private persons to companies.
3. The owners very seldom receive any support or extra money from the State for preservation.

Conditions are therefore completely different from those of a museum environment.

Of course this is not a unique situation for Hjo. It pertains to the entire country, and I presume to many other countries as well.

## How preserve every-day buildings



The question is, how do we preserve the many significant, everyday buildings from different time periods that build the backbone of many parts of our cities and the countryside? They are valuable environments that stand for entirety and continuity in our established cultural heritage, but which we can never make into museums.

Swedish architects and planners have treated preservation in the same way as other planning assignments. Since our system of planning for a long time has been to establish growth, preservation questions have thus been treated the same way.

For preservation of buildings, the perspective is reversed. We start with something that already exists. As little as possible should be changed or replaced.

I believe that one way of being successful is to use the buildings and the town as a source of knowledge and combine it with the local force that lies within an interested public, knowledgeable craftspeople, and house owners. In this way, the preservation process is turned around to a "bottom-up" perspective.

Through such a working method, a knowledgeable build-up with and strong support of the citizens is established. Gradually the idea of preservation can be justified in plans or other documents. As a result, we obtain both an understanding for the importance of our building environment and a long-term guarantee through judicial documents.

## My own experience in Hjo



In the past 20 years, the general knowledge of preservation has increased in a very positive way in Sweden. We have received a number of, so called, Preservation Centres from which knowledge is spread. Restoration Camps are a popular way to gain practical knowledge during a few summer weeks.

It is important to spread this knowledge locally to others. My co-workers and I become, in this case, a link to the public, local builders and craftspeople.

Naturally good local knowledge is required. At the beginning of the 1980s, we accomplished a thorough inventory of the buildings in Hjo. We often use this material ourselves, but we wanted to share it with many more. Therefore we wrote a book concerning the history of the town and its buildings. It was very popular and sold with great success to the town inhabitants. To reach as many people as possible, we let grocery stores sell the book. This was a way of spreading knowledge to many.

The example of the book showed that many people were interested. We realised that we could get more people interested and involved, and thus with their own will and knowledge, preserve buildings.

House owners, craftspeople and local contractors were often on their own, without the possibility to take part in the knowledge that existed about renovation or building maintenance. Even if they were interested, the knowledge for these groups was difficult to access. Therefore, we have in our work turned to the house owners, contractors, craftspeople and the public sector.

We also try to work together with the schools. Participation can be through the arrangement of small walks through town to find certain details; drawing contests, where the children draw their favourite house; or we visit the school and talk about the town and its history.

Besides the traditional town walks, we also arrange more unusual town tours, for example a "walk" with rowboats so people can experience Hjo from a completely different angle - the lake. We have arranged tours to the top of the church tower and, with the help of the fire department, Hjo can be seen from above.

Every now and then we offer short and inexpensive courses at weekends for anyone who is interested.

We use newspapers as often as possible. They get the basic material for an article about a present project, and we encourage them to specifically emphasise the craftsmanship part of the project. We have found that it is important to assist by leaving good material for the editor.

We have invited the town's craftspeople to small exhibitions where they can display their knowledge. We invite lecturers from other places to give presentations on preservation.

I believe that we need new ideas on how to convey our knowledge, on how to make our knowledge accessible and interesting. We all think that we work with interesting and important community issues, but we must also be able to convey this information to others.

Naturally we have access to the political and judicial means available in most countries. But I intentionally left these till last. For example, we have development plans in which we protect buildings and environments as much as the law allows. Property owners must also apply for building permits, which we can influence in the right direction.

But if our demands for preservation seem too far-reaching, the municipality can be put in a situation in which they must pay compensation to the property owner. This is something most municipalities in Sweden would like to avoid. Therefore I believe other means must be used, of which I have already given examples.

It is important that we, who work professionally with preservation, understand and use the resources that exist with interested property owners, public, and craftspeople.

If we can manage this, I believe we will have a breakthrough to great understanding of the preservation of significant environments.



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- <sup>1</sup> As a prolonging of the SHC project, the author has continued this discussion in his Master's Thesis approved at the Oslo School of Architecture 2002, "To discuss relationships or possible relationships between sustainable and urban development with special focus on historic and World Heritage cities" considering, amongst others, the relevance of the concepts of authenticity and integrity in an urban development perspective.
  - <sup>2</sup> The author has later refined this methodology in his work on a master plan for the capital of Norway, Oslo

### 3. CONTEMPORARY ARCHITECTURE AND DESIGN IN HISTORIC URBAN AREAS, CONFERENCE IN RIGA DECEMBER 2002

#### 3.1 Resolution of the Riga Conference



*Riga. Photographer Ann-Mari Westerlind*

International Conference on Contemporary Architecture and Design in Historic Urban Areas Riga, 5-6 December 2002

#### **Resolution**

We, the participants of the Conference from Latvia, Estonia, Finland, Italy, Lithuania, Norway, Poland, Sweden, Council of Europe, and the UNESCO World Heritage Centre, recognise:

The great importance of the originality of the existing cultural heritage values for the national, regional and local identity. This heritage should be brought forward to provide a sustainable development of the community identity.

Historic towns are facing transformations. Certain investments, focused on short time profit, have damaged the image of many cities. Every loss of the original heritage will cause a loss of values and identity and can under no circumstances be replaced by new structures.

1. Cities are living organisms in a process of development. The quality of this development is essential. In the process of merging new buildings into the existing environment, a link between existing buildings and new buildings is essential. Thus the building process has to be preceded by a thorough analysis of the existing environment. A successful preservation policy of cultural heritage is a powerful tool for a valuable dialogue in developing contemporary architecture of high quality.

2. Good contemporary architecture and design add value to cultural heritage. In order to achieve this, it is necessary to create an understanding for the qualities and characteristics of the specific cultural and historical environment. In urban historic areas, archaeological excavations and professional research (archive, library, etc.) of the historical environment should be included in development projects in order to understand and interpret the history and context of a place. Regulations (such as building codes, regional and local development plans and town plans) built on these investigations and research should focus on defining building scales, characteristics and urban morphologies in order to point out specific objects or areas that are to be preserved.
3. A transparent city planning process is a very important tool. This process is a democratic agreement between all involved parts, thus attaining common understanding and regulations for development and preservation. A transparent and professional planning process provides the basis for more sustainable decisions and diminishes the risk for irreparable mistakes. Preservation of heritage should be implemented in the process of planning, where openness and public involvement should be provided. Planners and managers should be trained in broader understanding and fully utilising the dynamics of these processes.
4. Good contemporary architecture and design should be an issue of qualified professional discussions, such as open international competitions for architects, to achieve good urban design in historic towns. Education of professionals should focus more strongly on the challenges of designing new objects in historic settings.
5. Cultural heritage is a testimony of history and authenticity. The existing heritage possesses the most outstanding value of originality. A copy can never recreate the original values of existing heritage. The original comprises characteristics like skyline, plan, shape, colour, material, age, handicraft, methods of construction, natural deterioration, etc. We refer to the further elaboration of qualities in the Riga Charter on the Reconstruction of Historic Buildings 2001.
6. All the actors in the restoration, planning and building processes should promote the use of local industry and craftsmanship. Thus, the continuation of regional and local professional knowhow in arts, crafts and techniques can be guaranteed.
7. The areas designated in historic centres as open spaces and natural areas have the same value as built heritage and together form a large-scale landscape. The development of buildings in those areas should be restricted.
8. A certain percentage (not less than 1%) from the costs of new construction in historic centres ought to be designated by developers for the creation of art works in public spaces and interiors of important public buildings.
9. A certain percentage of the costs of new construction in historic centres ought to be designated by developers for the maintenance of cultural monuments and public spaces of historical value, for instance, through the form of municipal charges collected for a fund designated for conservation.

### 3.2 Development of Riga Region - Supporting or Oppressing the Identity and Environment ?

*Ingrid Järnefelt*, Architect, SAR/MSA, Lund Institute of Technology, Department of Architecture I / Atelier Z, Sweden

Latvians are at the moment striving to develop an independent, successful and sustainable state. This important ambition to mark independence, together with the fact that the economy in the Baltic area and in Latvia is the most rapidly developing market in Europe at the moment, means the pressure on the urban building mass is enormous, demonstrated in projects such as

the continuous support for the national library, and more recently, projects like the new Stockmann department store or Valdemara street shopping centre.

Furthermore the world heritage of Riga, the invaluable cultural carriers that are embedded in the built environment of Riga, includes an extraordinary large area. As this area is the centre of Riga, it is the target for large-scale development projects, threatening the historical and cultural values of Riga's urban fabric. In this case, one sign of the pressure is the substantial amount of buildings classified as interesting and of high historical, cultural and/or architectural value which burn down every year.

### **How to address the problems?**

How do we then address the question of handling the precious environment and Riga's dignity in relation to high pressure from economic development?

I recall some meetings<sup>1</sup> at Riga Technical University and Pilsetprojekts in 1992, when Latvian academic and practicing professionals spoke about the then current ideas about the transition from planned economy-thinking to a more intimate, Latvian scale. Issues like participation and public discussion of plans as opposed to the hide-and-see procedures during the Soviet era was on the agenda. And already back in 1992, the vision that if Riga's genuine identity would be held in respect and carefully improved, Riga would be strengthened as an attractive place to establish company headquarters and other large enterprises, was explicitly expressed and discussed as an alternative to pursuing large scale projects.

To maintain this kind of strategy, planning is the historically well-anchored means to prevent a building market (be it under a planned economy or free market) under high pressure from imploding. The building market, as well as other markets such as the stock market, has always needed guidelines and ethical rules to be able to function without declining into chaos and eventually breaking down.

In Lithuania, "Temporary Rules of Planning of the Territories" were adopted already in 1993, and a legal framework for protecting cultural heritage was passed in 1994. Estonia adopted a Planning and Building Act in 1995. In Estonia the problems that occurred<sup>2</sup> in implementation of the Building Act have been in how to attract people to participate in the planning process, a lack of experts in small towns and rural municipalities, insufficient law compliance by people and local governments, particularly in big towns, and lack of experienced planning consultants/firms. In Riga, Regulations of Physical Planning had to be renewed because the first version, issued in 1994, lacked a considerable number of planning issues, such as the planning process including required documents and steps, the issue of public discussion of plans and other planning issues such as strategic environmental impact assessment. Other problems faced are lack of educated planners and authorities, and problems with co-operation between actors in physical planning and building.

Then why is it that the work with guidelines and developing the planning process is so difficult in Riga? A hypothesis is that the urge for heavy exploitation in Riga is not only an outcome of the present free market forces, but also a lingering and deeply rooted idea from the Soviet period of the 60s and 70s, when large suburbs with ca. 60 000 inhabitants in each were erected around the Riga old town, or from the 70s and 80s, when high rise buildings were planned along the Daugava shores. And apparently, negotiations with enterprises have not yet been successful with respect to gaining enthusiastic support for enhancing and improving Riga's identity on all levels of scale. This clearly has to be brought to top priority on the agenda of Riga's authorities.

### **Different normative grounds**

The different normative grounds for the vast amount of actors in the planning and building processes are well documented. Polarities like insider - outsider, property owner/maintenance - tenant, private - commercial - public interests, and so on, are related to different views on such aspects as the money flow through projects and built environment, new versus old, etc.

Dwellers appreciate historical values on one hand, and newness and comfort on the other. Dwellers also connect their identity to the built environment, as demonstrated in the loss that

is expressed e.g. when built areas are destroyed during war raids. Aspects such as careful renewal and/or conservation of fragile historical and cultural values often clash with the rationality of investment and property development processes.

The Austrian conservator Wilfried Lipp<sup>3</sup> defines heritage values as ranging from immaterial to material values, located in between private and public interests, and located between the fields of immediately marketable utility values and indirectly marketable qualities. Lipp points at some problems that arise in connection to this. He argues that in modern economic theory, goods that cannot be adjusted to monetary systems are regarded as having no value at all. In this field he places immaterial values such as cultural values. Furthermore he puts economic capital in contrast to cultural and social capital. Lipp then points at the problems arising when one attempts to convert "immaterially determined capital" (such as the Riga Centre as a whole and its single buildings as the parts) to "cash value". Buildings with substantial historical and cultural value are treated like ordinary real estate, i.e. a strict utilitarian view of the built spaces, which means that ageing buildings are worth nothing as a consequence of the amount of repair that is necessary.

To come to terms with these problems, Lipp suggests that we establish a market for real estate as immovable antiques, much like the market for movable works of art. Clearly this is already the case in Riga, but the lack of rules of the game is evidently damaging for Riga's identity. There are other potential actors as well - the ethical investment funds. Today the fund trustees pay attention to technical and other environmental aspects. Some of the largest Swedish building companies are accepted in these funds, but they do not yet pay attention to aspects of architectural/historical/cultural values. This might be a challenge for the international community, for the EC and for the investment banks, to establish ethical funds that are concerned with investments in companies, banks and other commercial institutions enhancing the protection and development of the world heritage areas.

#### **The identity and identification of dwellers and guests**

Yet another view is the issue of people's personal identities being closely connected to the built environment, through the awareness and emotional attachment of dwellers and visitors.

The Canadian geographer Edward Relph has defined seven perspectives of the dwellers and visitors in a certain environment. He talks about insiders and outsiders, and their different views defined by the combination of degree of awareness in the perception of the built environment, and the insiders/outside's emotional attachment to a certain place.

Relph himself said that these perspectives are discrete. But I have taken the freedom to arrange them into a process which proceeds from the vicarious insider to the existential insider. The process is characterised by an increasing emotional attachment and awareness of social structures parallel to a decreasing awareness of physical features. Somewhat separated from the others is the seventh perspective, the existential outsider. These seven perspectives applied to the Riga situation are:

##### *the vicarious insider*

...who only reads about Riga. His or her whole perception of Riga is a secondhand image, based on tales, books, papers, home pages, pictures or paintings of Riga. This category includes for instance your or my children, who have only heard about our trip to Riga, as well as all those people who have never been here, but many Latvians expect to come here and visit or establish business.

##### *the incidental outsider*

...who might be a guest on a short stop here, probably on a business conference or meeting in Riga. The extreme incidental outsider is only aware of the aspects of the physical environment that somehow are important or otherwise connected to his or her short visit here. A pilot study conducted in south Sweden indicated that incidental outsiders such as commuters changing trains were utterly unaware of other features than time boards, stairs or the kind of doors they had to pass on their way from one train to another.

### *the objective outsider*

...who is a professional, probably a geographer (Relph's definition), only interested in certain rational features in the physical environment of Riga. Economists, and several investors in Riga also probably belong to this category, interested in single features such as how many square metres of the shores of Daugava are possible to exploit for harbour purposes. In visiting Riga, these persons might also hold the view of the incidental outsider.

### *the behavioural insider*

...who experiences Riga as a whole comprising both the physical environment and the activities that take place there. In this category Relph places among others architects, trained to study both the physical environment but also people and their behaviour and reactions. Thus some of the readers of this text belong to this category. The above mentioned pilot study also suggested that people that had recently moved to a place and had lived there for some 3-7 years show this kind of perspective.

### *the empathetic insider*

...who experiences Riga as rich in meaning, in line with his or her own frame of experience. This gives him or her the opportunity to identify him- or herself with Riga. In the pilot study we found that local professionals often had this perspective: more aware of social structures, and less inclined to rationalise structures in the physical environment.

With respect to the architectural, cultural and historical values, maybe this is also the case in Riga? *the existential insider* ...who is not very aware of the physical features of Riga, but is deeply attached to it, and very concerned with the people and social activities and connections.

### *the existential outsider*

...who is alienated from Riga, but very conscious of the physical qualities of Riga, and also aware of other people's emotional bonds to the city. In extreme cases the existential outsider might dissociate from all places. Relph uses Rilke's poetry from his Paris time to illustrate this perspective, I have used Porvoo images of a Finnish artist and you, the reader, can probably provide us with the name of some Latvian author or painter that more or less hated/hates Riga, but nevertheless depicts Riga in appreciating words or painted images.

This rich palette of views also carries different expectations on economic development. To the inhabitants and small commercial business, local and individual identity is connected to values in the built environment such as the age of buildings, functionality, peace and quietness or liveliness, architectural quality, cleanliness, coherence. Other actors, the large investors and professional builders and developers, might have their identity connected to the built environment elsewhere, thus viewing the local built environment as a means of making a living. These actors also have higher expectations of profit on invested time and money.

Hypothetically the vicarious insider can buy a book or a picture of Riga which maybe the existential outsider produced. The existential insider in Riga might just want his or her life to continue slowly, without any changes, since his or her view of Riga is unconscious, and thus vulnerable to changes. The objective outsider can see the potential that certain aspects provide (not only economic potential, but cultural, architectural and historical as well) and in the worst case act as the non-present landlord or landowner, just interested in collecting as much money as possible. Or in the best case, the objective insider might together with the behavioural or empathetic insider, develop a strategy for establishing companies that can utilise the existing structures with more respect to local features, and thus provide the region with a sustainable development of business.

### **What to do?**

A narrow interpretation of this process or these perspectives might be that the gulf and the conflicts between actors like dwellers, experts and investors are impossible to manage. This is apparently the current strategy.

The other direction is to develop a process of understanding and utilising the fact that actors enter the process with a focus on different aspects of the built environment. To avoid the destruction of the unique treasure of Riga Centre, these perspectives have to be brought forward and be connected to the work with strategies for economic development. It is not enough just to point at the cultural values as a potential for economic development.

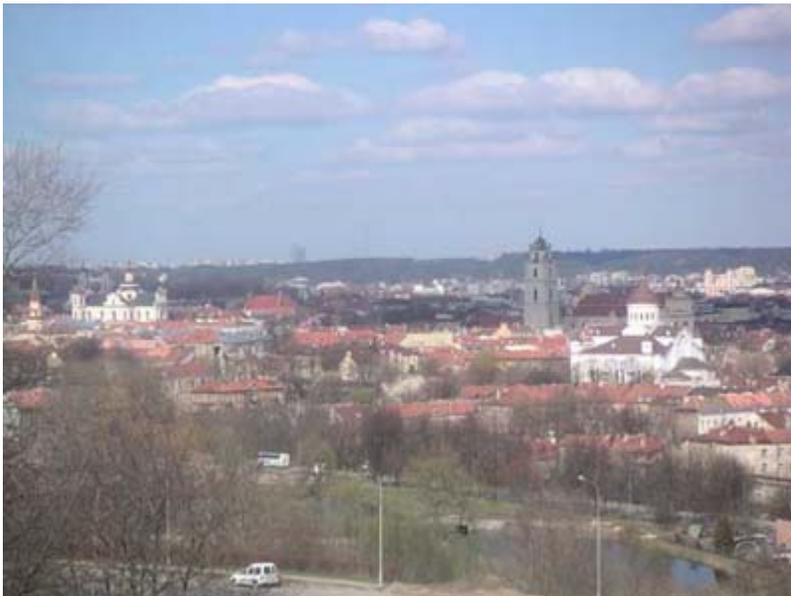
It is of great importance to develop concrete strategies for bringing cultural values forward to consciousness. The vast amount actors involved, greatly varied, demands carefully organised and monitored processes where expert knowledge is combined with the other actors' cultural and financial responsibilities, and the transparency of the processes is stressed.

An actor notably missing in Riga is the "third counterpart" (groups of small private property owners or NGOs) joining forces to take care of and improve the existing structure and the single buildings on a small scale. These groups are carriers of implicit cultural aspects of culture and buildings, and thus important for maintenance of the more fragile qualities of the urban fabric. When their role changes from being tenants to being property or apartment owners, their responsibility for taking physical measures that requires knowledge of cultural, historical as well as technical aspects of the built environment increases dramatically. For this and other reasons, these groups, as recent reports on the progress of managing the spatial development in the Baltic region show, are in need of professional help. Given this, the improvement of a worn down area can prove to be very successful, both in terms of more visible effects such as resulting architecture, street "interior decoration" and socio-cultural achievements. For instance Denmark has successfully demonstrated such strategies in upgrading projects in central Copenhagen.

### 3.3 The Situation of Built Heritage - How to Share and Integrate Goals and Responsibilities?

*Gediminas Rutkauskas*, Dipl. Architect, Director, Vilnius Old Town Renewal Agency, Lithuania

#### Introduction



*Panorama of Vilnius. Photo Vilnius Old Town Renewal Agency.*

The safeguarding and conservation of cultural properties in Lithuania began in the second half of the 19th century during the Romantic period of the country's cultural politics. This Romantic cultural doctrine was inspired by the movement of the local cultural and scientific community,

and particularly by academicians and students, seeking a revival of the national history and culture which was oppressed by the Russian Czarist governor.

In 1855 - 1865 an Archaeological Commission was founded and acted intensively towards preservation of the important architectural and archaeological evidence remains of state history. The Commission succeeded in consolidating a wide range of wellknown intellectuals and business authorities to persuade the Russian Czar-governor not to destroy several Roman Catholic churches and noblemen's palaces in Vilnius' historic city centre. The Lithuanian Science Society founded in 1907 also took care of cultural properties. The famous Gothic St. Anne's church in Vilnius was restored according to a scientific approach and the principles of that time. This was the first case of maintenance and upgrade of a historic building with the purpose of conserving its architectural and historic value.

In 1919 the State Archaeological Commission was established, implementing the Law of the Republic of Lithuania. Unfortunately the Commission did not have proper political support and was dismantled in a few years. Later, in 1936 - 1940 the state protection of monuments was carried out by the Department of Conservation at the Vytautas, the Great Museum of Culture, in Kaunas city.

After World War II, from 1963 to 1990, protection of historic and cultural properties was rallied by the Board of Museums and Cultural Monument Protection founded by the Ministry of Culture of the Soviet Republic of Lithuania. After independent statehood in 1991, the Department for Cultural Heritage Preservation in the Republic's Ministry of Culture was established.

#### **Preservation of the historic city centre of Vilnius**

During WW II more than 45 percent of the historic city centre of Vilnius was destroyed. After reconstruction and urban renovation of the area approximately 25 percent of the remaining has not been reconstructed. The remains of several former flat blocks were pulled down and newly planned public squares and parks installed. The Institute of City Development in co-operation with The Scientific Centre for Restoration commenced preparation of the reconstruction project for the Old Town of Vilnius in 1956. The project was completed in 1958 and approved by the Council of Ministers in 1959. It was the first project in the field of urban reconstruction/restoration and this Lithuanian experience had a great impact on the whole of the Soviet Union, stimulating professional debates and co-operation between the city planners and heritage preservation experts. And although Soviet political doctrine on urban planning and development was basically ignorant of historic properties, the Vilnius urban reconstruction project of 1959 also became the main argument safeguarding historic urban patterns and architectural heritage in the main periphery cities of the Soviet Lithuanian Republic.

After the success of this Vilnius project, allocations from the annual state construction budget for maintenance and restoration of historic buildings began to be regularly planned. From 1970 to 1980 the amount of such allocations gradually increased and this ensured growth of the whole state heritage preservation sector. It is necessary to stress that the Soviet era, marked by intensive urban renewal and development, carries a generally negative climate in respect to safeguarding heritage properties and raised a permanent menace. The Vilnius historic centre reconstruction project became a crucial stimulus to creating historic tolerance and respect for urban development planning. It also indirectly put the basis for principles of sustainability and integration (in the sense of new construction) in the sphere of urban planning development. Even the ideologically based and politically ambitious urban design projects of the 1980s and early 1990s took into consideration respect of historic experience and traditional values in urban and architectural planning.

In 1974 the Vilnius Old Town reconstruction project was radically revised and improved according to substantial data from historic, archaeological and architectural investigations. The project was renamed the Regeneration Project of Vilnius Old Town. Project implementation had quite a slow dynamic and was primarily directed towards restoration of the oldest surviving residential houses and palaces. A growing economy and significant improvement of social life in the 1990s forced once again an update of the regeneration project in 1992 to 1995. The project

progressed gradually from the narrow architectural-urban sphere towards covering a wide range of elements of city life: traffic, parking and pedestrian area planning; greenery, parks and squares redevelopment; public services planning, etc. This last version of the regeneration project, while having insufficient economic and social investigation/prognosis background, became the first example of the application of an integrated approach in urban conservation in Lithuania.

### Heritage Value of Vilnius Old Town

The following features determine the value of the Old Town as an urban and architectural ensemble:

- The harmony and integrity of the city resulting from the synthesis of its peoples, representing various nationalities and religions, and creative activities within the natural environment;
- The structure of the city's layout and space as a reflection of its development from an embryo at the establishment of the State of Lithuania to the beginning of the 20th century;
- A high density of old and individually valuable buildings and works of art, as well as groups of buildings;
- The wealth of structures and sites that are significant for the cultural history of the country, as well as for the Lithuanian State and society and for the whole Eastern European region;
- The historical accumulation of important administrative, cultural, religious and other objects, being the heritage of the State's capital and the city centre.

Due to these universal features, Vilnius Old Town was inscribed on the UNESCO World Heritage List in 1994.

### Vilnius Old Town Revitalization Strategy



*Local involvement. Photo Vilnius Old Town Renewal Agency.*

Over seven years have passed since the Old Town of Vilnius was included on the UNESCO World Heritage List in December 1994. During this period, the renewal of the Old Town has been a primary focus of funds and technical assistance from the Government of the Republic of Lithuania, the Vilnius Municipality, UNESCO, UNDP and other international and local partners.

Revitalisation Strategy for Vilnius Old Town was prepared in 1995-1996 at the request of the Prime Minister and the Mayor of Vilnius, with the support of UNESCO, the World Bank, the Governments of Denmark and Norway and the Edinburgh Old Town Renewal Trust. The Strategy proposed an integrated approach to revitalising Vilnius Old Town, including the creation of new management and co-ordination institutions - the Vilnius Old Town Revitalisation Fund and the Old Town Renewal Agency (OTRA), supervised by a Supervision Council.

During the implementation of the Strategy many significant renewal and restoration works have been implemented in Vilnius Old Town. In the course of the last five years, for example, the amount of public funds allocated to the renewal of the Old Town has totalled more than 27 million USD. This has been used for research and design work, for renewal work to the exteriors of buildings and roofs, for work to streets and pedestrian areas, public squares, parks and courtyards, and for new street lighting. At the same time, the private sector has contributed the equivalent of five times the public contribution (approximately 100 million USD).

There have been differences between the renewal work undertaken by small private owners, by large investors and by the State. Private owners have usually only improved their properties, whether these be houses, offices, or shops. Large investors, on the other hand, have attempted to adapt buildings to new functional needs, while paying due respect to the conservation and preservation of the building's authentic features. State and municipal resources have been focused on the renewal and maintenance of public areas, such as the renewal of facades and roofs of the buildings on main streets, the renewal of public squares and streets, and street-lighting and the lighting of heritage buildings.

The citizens have evaluated these public works very positively. The quality of work carried out in the Old Town is constantly improving, and more attention is being given to the conservation of heritage. Special plaster has been used for plinths in order to prevent moisture penetration into buildings. The hydro-isolation of foundations has been carried out at the same time as repairs to facades. New sewers have been installed, and cables hidden under facades. Polychrome research has also been undertaken, and exterior painting conserved and exposed on several buildings.

However, conservation specialists have also criticised some aspects of the recent renewal works. Over the centuries, historic buildings develop a surface patina, which gives them a feeling of authenticity and leaves the imprint of historic craftsmanship. An old building should preserve its old, curved walls with their soft edges and rough brush strokes on painted lime surfaces. Unfortunately, the walls and vaults of restored buildings often have a very thick and plain layer of new plaster with sharp edges, and they have been painted using synthetic paints.

Traditionally, lime mortar has always been used as the main material for binding stone and bricks in Lithuania. Lime was also used for artificial decorative and protective finishing layers and for painting facades using various techniques. Indeed, lime painting was used for centuries for both exterior and interior surfaces, always corresponding to requirements for material compatibility and reversibility. The use of cement-based mortars and synthetic paints, on the other hand, can result in the destruction of the walls. Unfortunately, cement mortars and synthetic paints were used in the restoration of buildings during the 1970-1980 period, and sometimes they are still used even though conservation specialists in other countries refuse to use such modern materials in the restoration of historic buildings.

#### **Vilnius Old Town Renewal Agency (OTRA)**

The City's revitalisation, based on dynamic changes in the economy and social structure, required the introduction of new management methods and structures. The Vilnius Old Town Renewal Agency (OTRA) was established in 1998 as the main instrument for the implementation of Vilnius Old Town Revitalisation Strategy. The Agency operates under the control of the Municipality and the Supervision Council, the Joint Chairmen of the Council being the Mayor of the City and the Minister of Culture. The Vilnius Old Town Renewal Agency's main tasks include the development and implementation of Old Town renewal programmes, the involvement of the local community and business sector in the revitalisation process, promotion of investment

in the Old Town and coordination of State, public and private needs, and the promotion of co-operation with international partners. The Vilnius Old Town Renewal Agency is a new institution intended to become the bridge between the government and the local community. The main functions of the Agency include:

- the co-ordination of state, public and private needs and interests,
- building community capacity through education, awareness rising and financial support of private initiatives to safeguard the cultural heritage properties or to improve the living environment,
- involvement of the local community in the revitalisation process providing consultations, specialised information campaigns, direct involvement in OTRA and municipal programmes.

### **Vilnius Old Town Revitalisation Programme 2000 - 2002**

Developed by OTRA and approved by OTRA Supervision Council and the Government of Lithuania, in the years 1999-2002 the Vilnius Old Town Revitalisation Programme includes the following elements:

#### ***BUILDING COMMUNITY CAPACITY:***

- Involvement of residents and the business sector in the renewal process; coordination of private and public funds;
- Raising awareness within the Old Town community.

#### ***RENEWAL AND MAINTENANCE OF HISTORICAL URBAN FABRIC:***

- Co-ordination of revitalisation works funded from the State/municipal budget (research and design work, renewal and maintenance of streets and pedestrian areas, public squares, parks, courtyards and buildings).

#### ***REGIONAL COOPERATION:***

- Co-operation with international organisations;
- Co-operation with other World Heritage Cities implementing common programmes;
- Planning and participation in the European Commission programmes;
- International promotion of the Vilnius Old Town.

#### ***LEGAL AND ECONOMIC MEANS:***

- Harmonisation of legal documents relating to investment in the Old Town; simplification of the approval process for conservation activities.

#### ***DATA AND EVALUATION:***

- Data collection on Old Town revitalisation and investment opportunities; presentation of information to the local community, potential investors and the public;
- Publication of information booklets and the organisation of exhibitions;
- Monitoring changes in the Old Town and Environment Impact Assessment of Vilnius Old Town Revitalisation.

## **Building Community Capacity**

New groups of inhabitants coming to the Old Town seek to adapt the environment to their purposes, sometimes failing to take into account the specific characteristics of the existing urban context and as a result ignoring issues regarding the conservation of the Old Town's historically shaped character. None of the social groups residing or basing their businesses in the Old Town have sufficient knowledge of the history, culture and heritage value of the area or of its conservation.

Raising awareness within the Old Town community is thus one of the Agency's most important goals. Community education forms part of the Old Town Renewal Programme, and it will be a priority for activities being developed for the Agency's Information Centre.

Since 1998, the Vilnius Old Town Renewal Agency has been seeking to involve private funds in the work of improving the Old Town's buildings and surroundings. However, no appropriate legal mechanism for this existed in 1998-1999. Yet, in 1999-2000, financial support for a Community Development Project was provided by the United Nations Development Programme (UNDP) in Lithuania, and the aim of this was to involve Old Town residents in the maintenance of Old Town buildings and their surrounding areas and to encourage the setting up of homeowners' associations for residential buildings. At public meetings, specialists introduced the Old Town Renewal Programme to residents, dealing with issues regarding the renovation and maintenance of buildings and yards, energy conservation and heating issues, and opportunities for long-term subsidised loans. Special attention was paid to the problems of homeowners' associations. Information handouts on how to set up a homeowners' association were prepared for the owners of each building.

An information brochure, *How to Participate in the Vilnius Old Town Revitalisation Programme*, was published. Included in the brochure were opportunities and conditions for residents to participate in the maintenance of Vilnius Old Town and criteria for the evaluation of Vilnius Old Town sites, including a questionnaire for Old Town residents.

The list of Vilnius Old Town properties to be renovated was drawn up based on the evaluation criteria and the principles for their application that had been approved by Vilnius City Board. These criteria encompassed:

- the heritage-conservation characteristics of the property;
- the property's function and use; • the financial or social profitability of the property;
- the ratio of financial support to the applicant's investment;
- the applicant's effort to maintain the property and protect its cultural value;
- the physical condition of the property; • the ownership status of the property.

These criteria should be taken as the precondition and guarantee for the development of relationships of mutual trust and co-operation between Vilnius City Municipality, Vilnius Old Town Renewal Agency (OTRA) and the Old Town community. Their main goal is to create the right conditions for the maintenance and renewal of the Old Town, the preservation of its cultural value and transparency in the use of State and private funds.

Discussions taking place in the Working Group of the Old Town Renewal Programme involve applicants for funds. The Supervisory Council and competent investment experts may also be called upon for additional reviews. Decisions of the Vilnius City Board are made public.

In accordance with a Resolution of the Vilnius City Board of 25 January 2001, concerning the relationship between State (municipal) and private funds, the following principles have been applied. Up to 50 per cent of the renewal costs for street facades and building surroundings, up to 40 per cent of the renewal costs for yard facades and landscaping, and up to 50 per cent of roof-renovation costs will be covered by State and municipal funds.

Following approval of the 2000 Vilnius Old Town Renewal Programme by the City Board, intensive negotiations with the chairmen of the homeowners' associations of these buildings

and the representatives of the owners started with the objective of making agreements regarding the joint financing of building renovation work. Not all owners managed to come to an agreement regarding financing, since many complained of the worsening financial situation; as a result, agreements with seven homeowners' associations were made covering the renovation of their buildings and yards. As many as 35 homeowners' associations submitted applications to participate in the 2001 Old Town Renewal Programme, accepting an obligation to make a 50 per cent contribution to the renovation of their buildings and surrounding areas, following the procedure developed by OTRA and approved by the City Board.

Co-operation with the Old Town community is thus little by little resulting in raised awareness, increased participation and improvements in living conditions, by joining private and public funds. This will gradually influence the increasing quantity and quality of conservation and restoration work in the Old Town. The cultural heritage should be a recognised and valuable object of community interest and an indicator of the quality of life in the city environment.

#### **Data Base Development and Information**

In recent years, with the growth in the rate and volume of Vilnius Old Town renovation work and with more active resident and investor participation in the process, the need for information, education and training in the area of management, maintenance and use of immovable cultural properties has increased significantly. The Agency develops and updates the Old Town database, which is accessible to the public.

The Vilnius Old Town Renewal Agency Information Centre started operations at the end of 2000 and provides for consistent and regular information updates for residents about the Old Town Renewal Programme and its activities. It also provides information on development plans, investment or renewal work and the conservation and management of heritage properties. The Centre also prepares and implements training programmes in integrated heritage conservation for schoolchildren, investors and other stakeholder groups, in order to increase awareness and interest in the value of Vilnius Old Town, in methods for its preservation and in the regulatory legal framework. Seminars for property owners and contractors on specific issues of heritage building renewal and renovation have been organised with specialists from the Lithuanian Monuments Restoration Institute. Here, restorers and conservation specialists explained the value of 60 traditional materials and technologies, as well as the qualities of new techniques. These seminars directly influenced further renewal work.

The Information Centre should gradually become a centre for education in the field of heritage conservation and renewal and for specialised exhibitions, discussions and other public events on this theme. The involvement of children and of young people in the Centre's activities is expected soon become one of the top priorities in the whole programme of the Old Town Renewal.

#### **The role of international cooperation**

The United Nations Development Programme (UNDP) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have provided support for the revitalisation of Vilnius Old Town. In 1999, the World Heritage Centre approved the UNESCO/WHC - UN/UNDP Technical Assistance Programme, which included the promotion of public involvement, the dissemination of information among the population and investors and the improvement of management processes within the Vilnius Old Town Revitalisation Agency. A feasibility study for a pilot project (a block of the Augustinian Monastery) was prepared. Two seminars, Safety of People and Property in the Vilnius Old Town, and an international seminar, Investment Environment in Historic City Centres, have been held.

Community involvement in the Old Town Revitalisation process has been the main achievement of this programme, which has greatly influenced the development of a positive social climate in the community. Implementation of this part of the programme was especially important, given the lack of attention to this sphere of activities from local government.

However, the UNESCO/WHC- UN/UNDP Technical Assistance Programme also had a very positive impact on the implementation of integrated urban-conservation management principles under the conditions of an economy in transition and of major changes in social life. The implementation of the Technical Assistance Programme had a positive impact not only on Vilnius City, but also on the whole of Lithuania and the surrounding region, improving the common understanding of society and the importance of World-Heritage maintenance and preservation.

The International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), through its ITUC (Integrated Territorial and Urban Conservation) Regional Programme in North-East Europe (Belarus, Estonia, Latvia, Lithuania and the Ukraine), has also committed its support through ensuring access to appropriate training.

Since 1997, ICCROM's NE Europe ITUC Programme, frequently in cooperation with the UNESCO World Heritage Centre, has organised a series of training workshops and seminars in Lithuania. These seminars were designed specifically for managers whose decisions could have an impact on the cultural-heritage value of historic settlements. These activities have demonstrated the importance of understanding the integrated approach to urban conservation, and they have equipped managers with negotiation and conflict-resolution skills, which are necessary to achieve heritage objectives in diverse economic and social environments.

### 3.4 Conservation Strategy and Pre-Conditions for Contemporary Architecture

*Olli-Paavo Koponen*, Licentiate in engineering, architect, Tampere University of Technology

**The birth of the paradigms of modern urban conservation and contemporary infill architecture in Finland**



*Rautalo Building ("Iron house") by architect Alvar Aalto, late 1950's. Photographer Olli-Paavo Koponen.*

The present-day movement of conservation of urban buildings in Finland started in the mid 1960s as a reaction to the massive demolition and rebuilding of old urban areas. Great numbers of people moved into cities and the process of change was believed to keep up the same pace indefinitely. People wanted to "modernise" the cities. Landowners and construction firms maximised their profits by building effective and simple concrete houses in the middle of old timber house areas. The Archaeological Committee, from 1972 on the National Board of Antiquities, was alarmed about the rapid change taking place in cities and towns. The Board took to defending the areas of most merit with all its authority and knowhow. The hierarchical and authoritarian operation models from the world of monuments were brought to the living urban environment.

Urban buildings were assessed nationally, locally or regionally, and were looked upon as meritorious, like any other monuments. The purpose of conservation was first and foremost to preserve the most important specimen of each building type, the work of the most prominent architects, and to ensure a locally representative sampling. Decisionmaking and financing of the conservation were centralised to Helsinki. Conservation was not based on local specific and local culture, but was basically serving the national objectives. The system is still very similar, although the Board has transferred some of its supervising duties to local authorities.



*Worker's Institute by architect Aulis Blomstedt, late 1950's. Photographer Olli-Paavo Koponen.*

The discussion on the topic of infill architecture started in the Finnish Architectural magazine in the late 1950s with the Rautatalo building designed by architect Alvar Aalto and with the City of Helsinki Finnish-Language Workers' Institute by architect Aulis Blomstedt. The architectural novelty in these very modern buildings was that they were not built in a tabula rasa situation. They were built in an existing historical context and this fact was the starting point of architectural planning. There were only few international references of modern infill architecture, most notably the Courthouse annex in Gothenburg by architect Gunnar Asplund from the late 1930s. From this time on the preconditions for modern infill were settled as the

demand for the continuity of basic proportions of volume as well as using of contextual materials and colours. All direct historical loans and eclectic forms should be avoided. New buildings should be designed as examples of contemporary architecture.



*The Courthouse annex in Gothenburg by architect Gunnar Asplund, late 1930's. Photographer Olli-Paavo Koponen.*

In the conservative town planning procedures starting from the 1960s it was realised that the regulating of infill architecture was of vital importance. The established custom was to regulate the aforementioned architectural properties of volume, basic materials and colour. All this was concerned only with formal questions in a very abstract way. Deeper references to essential architectural or social questions concerning infill architecture were omitted and to large extent they still are.

#### **Unsolved problems with present praxis in Finnish infill architecture**

The modern buildings designed following rigid formalistic principles proved to be disappointing more often than not. There were some successful projects, like the Motel Marine built in Tammissaari in the 1960s and early 1970s. I will return to this case later in my presentation. Usually modern architecture was too much in conflict with existing surroundings. Limitations to the size of volume and possibly in the angle of the ridge roof, wooden facades and traditional paint were not enough to guarantee an acceptable result.

As a solution to these repeated failures new buildings began to appear that were disguised in traditional forms and solutions. These buildings, generally known as new antique, have been strongly opposed by practising architects as well as the officials at the National Board of Antiquities since the late 1970s. It was argued that these buildings were fake, and that they falsified the authentic sense of history in old environments. However, the buildings covered

with traditional forms are today the most common way to build a new building in an old environment.

The current paradigms for infill architecture in Finland can be used with moderate success in well-preserved urban areas, where the unity of existing building stock give a rather well-defined framework in order to design a new infill. Such unbroken environments are unfortunately rare occasions. Most commonly even the historic urban areas are shattered. Very often in Finland there exist simultaneously both a historical orthogonal grid town of perimeter blocks and modern open urban structures mixed with each other. In such conditions it is impossible to reach acceptable solutions with present infill strategies.

Even today, the only known solutions in Finland to build an infill seem to be either an uncompromised building using the contemporary modern language of architecture or a somewhat less modern building dressed in a traditional outfit. Most of these possible ways lead to unsatisfactory results. The new buildings do not meet the requirements of their environment; they do not reach up to the level of the older buildings in their context. The question of infill architecture has been in the margin of present day interests in the field of architecture. The ideas and methods introduced in Rautatalo, Workers' Institute and Motel Marine are not sufficient as a general strategy. Finnish architects should look for new ways to approach the question.

**Some contemporary European attempts to tackle similar architectural tasks**

**Faculty of Education as infill architecture in the historic town of Urbino (1976)**



*Faculty of Education, Il Magistero, in Urbino by architect Giancarlo De Carlo. Photographer Olli-Paavo Koponen.*

Architect Giancarlo De Carlo made the general plan for the town of Urbino in 1964 and since then according to this plan a series of restorations and infill buildings in the old town. It is not enough for him to adapt the basic formal ideas of neighbouring buildings to make a proper infill. In case of the new Faculty of Education, Il Magistero, he used some of the architectural ideas which are special and typical for Urbino. In this town it is the habit not to show the function of the building to the street. The main door is often only a modest opening in the wall. In the courtyards and even on rooftops there are "hidden" gardens not visible to the town. Vertical connections are solved with ramps. De Carlo used all these means in this project.

**New social housing in Mazzorbo near Venice (1979)**



*Social housing in the community of Mazzorbo by architect Giancarlo De Carlo, 1970s.  
Photographer Olli-Paavo Koponen.*

De Carlo also designed a rather small unit of social housing in the Community of Mazzorbo situated in the Venetian lagoon. The result is based on a close reading of architectural elements and principles found in surrounding communities as well as thorough discussions with future residents in order to find out their habits and to use different kinds of spaces. Because the site was empty, the historical context had to be created otherwise. There only was a remnant of an old canal, which was dug open and used as a starting point in order to connect the new buildings to the context. Size, colours and proportions of new buildings remind of the neighbouring town of Burano, but De Carlo has gone much further in designing the flats, the connection of flats to the street, open spaces, the connection of fishermen's flats to their boats in the newly made canal, in a way that supports the historic way of local life.

**Block 121 in Kreuzberg, Berlin (1980-1987)**



*Residential building in Kreuzberg, Berlin by architect Alvaro Siza, 1980s. Photographer Olli-Paavo Koponen.*

Architect Alvaro Siza was in active dialogue with local history and the future residents of his project. These residents were mainly Turkish immigrants, who had specific needs to maintain their culture and social structures. Siza's solution is a set of three seemingly simple buildings and some other structures. In reality it is, however, a very complicated weaving of different ideas dealing with the building types of Kreuzberg, the tradition of Berlin's master builders, the violent history of the city, immigration, social changes in the postwar era, the restoration movement and demolitions in order to create modernistic city structures with inner city motorways. Siza has managed to reach a solution which is in active relations to all these questions, without losing the clarity of his buildings.

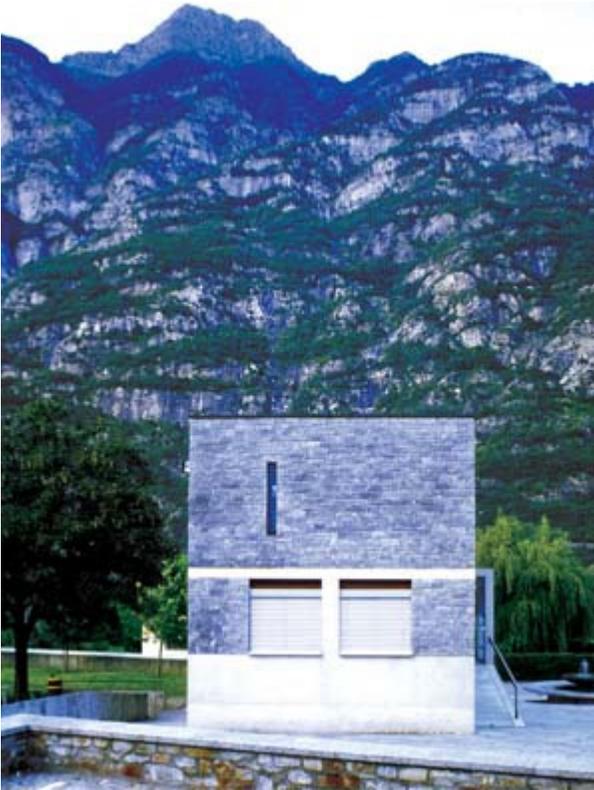
**New town plan and infill buildings in Monte Carasso, in the Canton of Ticino in Switzerland (1979-1993)**



*Infill buildings in Monte Carasso, Switzerland, by architect Luigi Snozzi, 1980's - 1990's.  
Photographer Olli-Paavo Koponen.*

Architect Luigi Snozzi has been working on the small community of Monte Carasso for more than two decades. He has provided a new town plan, restoration of the most important public buildings and designed several infill buildings and structures. These tasks have been carried out simultaneously and in close co-operation with local residents and community officials. The community centre has been "cleaned up" of messy and haphazard buildings. This has also meant losing many layers of historical strata. The goal of this concentrated demolishing has been to gain a distinctive community centre and a feeling of dignity for the local people. In the surrounding building blocks the strategy has been the opposite. The new town plan supports the existing buildings and proposes new infill in a delicate way.

**New Community Centre of Iragna, in the Canton of Ticino in Switzerland (1995)**



*New community Centre of Iragna, Switzerland, by architect Raffaele Cavadini, 1990's.  
Photographer Olli-Paavo Koponen.*

Architect Raffaele Cavadini planned a new community centre for a small community of Iragna situated in the Alpine Valley of the Ticino River. Most of the oldest buildings in the community are made of local granite rough cut in small blocks. The surfaces are not plastered. The volumes of the buildings are close to cubes with a high ridge roof. The beams on top of openings are made of solid wood. More contemporary buildings are of same shape, but they are plastered. The new infill structures are made of this local exposed granite. Masonry is of local work by several entrepreneurs. In each new building the solution of façade detailing is different, but in each case of very high quality. All vernacular references like high roofs and wooden beams are substituted with modern concrete, steel and glass structures.

**Infill buildings in the historic small town of Eichstätt, Bavaria (1957-1991)**



*Infill buildings in the historic small town of Eichstätt, Bavaria by architect Karljosef Schattner, 1950's - 1990's. Photographer Olli-Paavo Koponen.*

Architect Karljosef Schattner worked for several decades for the Catholic University of Eichstätt and planned several restorations and infill buildings in the town. The materials and detailing of new architecture is extremely modern. He has used for example exposed concrete and stainless steel in many alternative ways. With these refined materials and details he can afford to compose symmetrical facades with vertical window openings and pitch roofs without losing the sense of modernity. The old and the new are in very active but civilised dialogue.

**Former brewery of Warteck in Basel (1996)**



*Reuse of restoration of former brewery of Warteck in Basel by architect Roger Diener, 1990's. Photographer Olli-Paavo Koponen.*

Architect Roger Diener of Diener&Diener has designed a restoration and restructuring of an old brewing industry block in the city of Basel with the architects Suter & Suter. The town plan solution for this project is to find a new way to solve the contradiction which exists between the ideas of perimeter block and open city structure within this area. The solution has some properties from both ideas, but the result is not a compromise. It is a collection of new semi-public and semi-private spaces that allow new ways of solving habitation and public life needs in downtown areas.

## Motel Marine in Tammissaari (1965-1972) reconsidered from wider European viewpoints



*Motel Marine in the historic wooden town Tammissaari, Finland by architects Eric Adlercreutz and Nils-Hinrik Aschan. Photographer Olli-Paavo Koponen.*

Motel Marine consisted of two phases designed by the architects Eric Adlercreutz and Nils-Hinrik Aschan built on the outskirts of the old town of Tammissaari. They had realised already on the neighbouring site a restoration and an extension of a large wooden townhouse. The new parts of the plans, the infill architecture, are carefully designed using wood as a principal material. The modern buildings invite the older ones into a well-balanced dialogue. The new parts have brought new vitality to the environment in such a way that the old buildings have lost none of their dignity. For good reason, this motel is still considered the prime example of modern infill in old wooden towns of Finland. It also fulfils all the requirements of dominating infill paradigm.

Attempts to follow the recipe of Motel Marine, to almost duplicate it, has had on several occasions embarrassing results. In the follow up projects it was believed that it was enough to study the formal ideas of Motel Marine. Obviously this was not the case. Marine was tied to its context by several architectural means, local building traditions and links to the historical and social context. Many of the theoretical approaches found in the European examples that I have just referred to can be found also in Motel Marine, such as the placing of narrow building volumes along the borders of the site, which preserves the importance of the courtyard. Many entries to the rooms are from the yard, which is typical for old wooden towns. Not only the materials, shapes and colours are taken from the context, but also the traditions of high quality workmanship and detailing. The sites are divided into small motel rooms, which remind of the previous small housing units. The site has remained its semi-public nature due to the numerous inhabitants and some public services like a cafeteria.

Marine is not only a reflection of the surrounding building stock. It has a distinct nature on its own.

## Conclusions

The European examples mentioned in this article represent the designing objectives for old urban entreties specially based on locality. In these projects the architects have succeeded in achieving aspects typical of and distinct to the object areas sensitively and enforcedly. They manage to release the hidden potential of the historical place.

The architects had a number of established design methods, which they used in all their work. First and foremost these methods were connected to the analysis and "reading" of a place. Helpful hints for a natural planting of buildings are sought on the spot, cultural or topographical remains or elements are sought to which the architectural solutions typical of each designer can be bound.

One of the key factors that separate the objects I have dealt with in this presentation from the mainstream of architecture is designing in co-operation with local residents. People have not been subjected to the best-known modern solutions; instead their established cultural and social needs have been chosen as the very basis of designing their environment. Their everyday environment has not been preserved because of the special architectonic merits or antique value of the buildings, but because they fulfil the people's needs naturally and economically, once slightly renovated.

## 3.5 Town Historical Centres as Live Organisms - Citizens' Aspects

*Risto Suikkari, Architect, researcher, University of Oulu, Department of Architecture*

The period of masonry construction now prevailing in Finnish cities has historically been comparatively short. Wood has been the most common building material both in the countryside and in the towns, the latter being an on-going tradition from the birth of medieval towns to the beginning of the twentieth century. From the 1930s onwards the existence of wooden towns has been linked to conflict and decline, because of new ideals but also urban fires (though the latter was under control by the end of the nineteenth century). The worst crisis for the wooden town heritage was the urban refurbishments of the 1960s and 1970s, when a large part of the urban structure that had been preserved up until then was demolished. The construction of wooden buildings in an urban environment became undervalued.



*Street view in Hämeenlinna. A typical scene in most of the Finnish old town centres. Photo Risto Suikkari.*

Despite all the destruction there are still several pleasant preserved wooden town milieus to be found in Finland. In these areas people are not living in museums bounding their everyday life

but in active town centres. In these milieus one can find various positive elements that could be utilised also in current urban planning: for instance, smallscale and dense building. In the old wooden town the impression of denseness is increased by, apart from the buildings themselves, vegetation and the abundant use of space-demarcating surfaces such as outbuildings and fences, the common denominator being the latticed nature of timber - breaking down the larger surfaces into smaller ones. Even though the traditional town concept has changed, the scale of man is still the same. It is fair to assume that the boundaries of our near environment, closely linked with our perceptions and basic needs, have not changed greatly.

### **Needs for new tools**

The new Land-use and Building Act of 1999 was adopted in Finland from the beginning of 2000. This new legislation contains broad demands for taking into account the environmental qualities and the viewpoint of inhabitants. At the same time it became evident that the tools available for this task were inadequate and new tools had to be developed.



*Active life in Old Porvoo, a wooden town of Medieval origin. Photo Risto Suikkari.*

Developing and testing of a new structured inhabitant inquiry research method was started as a part of the academic dissertation Characteristics of Finnish Historic towns and their utilization in modern town planning under way in Oulu University. During summer 2002 the inquiry was launched in three old town centres and in three so-called modern wooden town areas. Two modern areas with similar density but based on stone architecture were taken for comparison. In the next phase two historical town parts are taken for closer examination under the EU Interreg III B project Sustainable Historic Towns - Urban Heritage as an Asset of Development. These two target towns are the former workers' town area Kalliomäki in Forssa - the Finnish pilot town of the SuHiTo project, and the whole historical centre of Raahe - a coastal town in Northern Ostrobothnia. This town centre was built after a great fire of 1810 and is nowadays suffering from a crisis in relation to development and protection plans. Results from the earlier studies will be used as comparative material.

### **Aims of the Grounds of a good neighbourhood research project**

The goal of the project Grounds of a good neighbourhood - structured inquiry research in traditional Finnish towns is to develop a method to be used as a tool evaluating the environmental values of neighbourhoods both in Finnish historical wooden towns and town environments based on the Finnish wooden town tradition. Ten questionnaire forms will be delivered to every apartment in chosen areas in target towns. The study of the spatial structure of the areas by using site plans, drawings and photographic material will be done in parallel to the inquiry. The visual material will be used to illustrate the scale and dimensions of

the built environment in question. SPSS (statistical computer programme) will be utilised when analysing the results. The aim is to develop a tool to be used in evaluating the relations between physical scale, experienced cosiness and consciousness of historical environment as a base for a good neighbourhood.

The project throws light on the importance and meaning of the scale, materials and density in experiencing the area as a good neighbourhood. The study also helps to figure out how largely the feeling of a pleasant environment is based on the consciousness of the historical environment and how large a part the purely physical structures and the human scale play. Research also helps to find out the possible developing factors based on the identity of certain town area.

### **Some preliminary outcomes**

Several independent studies have detected that opinions of town planning professionals and local people greatly differ from each other when dealing with questions like shape of the buildings, details and building materials. The preliminary outcome of the research also supports this view. For instance it seems wood material has a very high status in the minds of Finnish people regardless of their residence whereas the education of architects has focused on stone construction.



*An example of visualising a drawing task of the inquiry. The most beautiful street in Tammisaari, a small wooden town dating from the Swedish period, in the opinion of the inhabitants (red lines).*



View of the most beautiful street in Tammisaari. The width of the street varies between 4 and 6 meters. Architects see strength and beauty in similarity and repetition when people would prefer more variation, individuality and detailing. It is obvious more intercourse is needed between local people and professionals. When finding out the views and values of the citizens actually living in the target areas it is possible to discover a common language and goals in support of sustainable development and protection of historical town structures. Photo Risto Suikkari.

### 3.6 Platforms for Heritage Cooperation

*Marcin Gawlicki*, PhD, Architect, Poland. Member of the Monitoring Group on Heritage Co-operation Baltic Sea States

#### 1. The idea of cooperation, the Monitoring Group and its mandate

The idea of Baltic Sea States heritage co-operation first arose at the Baltic Sea States summit in Visby 1996. The Ministers of Culture, at their meeting in Lubeck 21 -23 September 1997, set up the Working Group on Heritage Co-operation with chairperson Christina von Arbin from the National Heritage Board in Sweden. In the first years of our activities, from 1997 to 1999, we altered locations, from one place to another, in order to give us the possibility to experience the situation in the various countries.

At this time the main task for the monitoring group was identifying our common cultural heritage. The basic question has been: "What unites us, what is common, what is characteristic for the Baltic Sea Region? What are the differences and what are the course of events and cultural patterns that are manifest in our heritage, whether landscapes, settlements, building, monuments, ships, artifacts or tradition?" We have thus looked for the regional cultural patterns which are manifest in landscapes, settlements, buildings, archeological remains, ships, artifacts and tradition, whether material or spiritual.

#### 2. The main contexts in which we have developed our ideas: trends, opportunities, threats and challenges

We began our work by trying to grasp the current situation concerning our common heritage: which trends are evident in today's society? What are the challenges one can foresee in threats and opportunities?

We could, right from the beginning, note that we in our experience were in accordance with one another even though differences in focus naturally occurred related to the specific situation in each country.

The purpose of our endeavour was evident.

- Our common heritage is an obvious tool in creating mutual respect and common understanding;
- Our common history and geographical situation forms a natural basis for a regional cultural identity;
- Our heritage is also a crucial vehicle in creating a sustainable environment, and in fostering democracy, social security, economic growth and stability.

*The predominant trends we could distinguish were the following:*

- Cultural Heritage is noted as a crucial factor in regional and local development.
- A widened concept is needed, encompassing both tangible and intangible aspects in constant interaction. Heritage is thus not limited to, for instance, building. It also includes man's use of it.
- Heritage is recognised as an indispensable part of developing a sustainable society.
- We also see Cultural Tourism as a growing competitive market with great potential in the Baltic Sea Region.
- Information technology is a key vehicle in forming our future and fostering a regional society.
- The core of the Baltic Sea identity lies in the coastal areas and the sea itself, its traditions, its history and its physical environments.

*We recognised opportunities:*

- Heritage as a fundament for a good society in future;
- A holistic view of heritage and landscape as a prosperous strategy in regional and physical planning;
- Sustainable use of heritage and cultural landscapes as a key issue for development;
- Heritage as an active ingredient in employment offices.

*And challenges:*

- Lack of awareness and knowledge
- Unequal and rapidly changing economies
- Infrastructure changes
- Vanishing crafts
- Biased history resulting in negative attitudes to heritage.

Developing our ideas we found it necessary also to establish a common framework statement as a basis for future co-operation in the field of cultural heritage in our region.

### **3. Areas of possible and desirable cooperation**

We have recognised the Baltic Sea itself as the focus of our common heritage, expressed in similar artifacts, archeological remains, building traditions and regional building materials and methods. On these grounds we selected themes that we believe are of crucial importance for all our countries.

The thematic areas we had deemed of importance for our common region were the following:

- The Underwater Heritage, where the Baltic Sea - due to the properties of the water itself - is one of the richest in well-preserved shipwrecks. Wrecks are therefore increasingly threatened by unlawful diving and excavation.

- That the coastal culture and our maritime heritage is a main field of interest goes without saying.
- Materials of the region are a common field of investigation. Import / export over the sea has provided exchange of goods where stone for sculpture, wood for construction, iron etc. is produced and used regardless of national borders. Problems of preservation are therefore something we very much have in common.
- Wooden urban areas are a main characteristic for our region, which need to be taken into account and highlighted in planning for a sustainable future.
- Cultural tourism is a main vehicle in fostering awareness and understanding at the same time as it also has a great economic potential.

In choosing these areas we also took into consideration some other topics where the concern is either wider than just our region or where other existing international bodies have already taken initiatives.

This applies to:

- Illicit export and import
- Military heritage
- Industrial heritage
- Modern movement architecture
- Research programmes
- Archives and libraries.

The above-mentioned problems were presented by Christina von Arbin in the Final Report "Safeguarding and Developing the Common Cultural Heritage in the Baltic Sea Region" to the Ministers of Culture of the Baltic Sea States, who met in Gdańsk on the 20th and 21st September 1999 for their fourth Conference.

The Ministers took note of the Report from the Working Group on Cultural Heritage and agreed that further attention should be given to cultural heritage, and that cultural heritage as an essential part of the environment should be seen in a broader cultural context and be included in cultural co-operation in general. As a basis for future work in this field the Ministers adopted the set of Framework Statements as appended to the Report from the Working Group.

The Ministers agreed on further development along the lines presented within the plan for safeguarding and developing a common cultural heritage in the Baltic Sea Region under the guidance of a monitoring group.

In the Gdańsk meeting, the Ministers established the Monitoring Group on Heritage Cooperation for the next four years.

The new Monitoring group, following the Ministers' recommendation, set up four working groups for special fields of research, activities and cooperation.

#### *Forum for Cultural Heritage Co-operation in the Baltic Sea States*

The most important issues are to establish meeting points for all kinds of interest groups involved in the preservation of cultural heritage and for groups connected to this. First steps are taken to establish a Baltic Sea Forum, circulating among the countries around the Baltic Sea every three years.

This forum could be the meeting point for:

- the proceedings and networking of the Working Groups;
- heritage institutions and organisations at local, regional and national levels;
- other groups or activities of relevance to Cultural Heritage in connection with sustainable development, environment and regional development at a general level as well as in specific cases.

### **3.7 Partnership for World Heritage Cities and the 5th Anniversary of the World Heritage Inscription of the Historic Centre of Riga**

*Mechild Rössler, Dr., Chief Europe (UNESCO - WHC)*

About 200 historic centres illustrating the diversity of cultural achievements are inscribed on the UNESCO World Heritage List. Many more monuments are located in an urban context and towns included in cultural landscapes.

The historic cities are confronted by intense pressure caused by the demands of urban mobility, housing, commerce, public services and other demands linked to development. The need to obtain support of all actors, inhabitants, local authorities and the business sector is the challenge of urban heritage conservation.

Urban heritage is

- a human and social cultural element that goes beyond the notion of "groups of buildings", as defined under the Operational Guidelines. This reality is clearly demonstrated by the cities inscribed as World Heritage, but concerns all historic cities.
- The accumulation of cultures and traditions, recognised as such in their diversity, are the basis of heritage values in the areas and towns that these cultures have produced or reused. These values must be clear from the outset and serve in defining urban development strategies, policies, programmes and actions.
- Urban heritage practices must today adapt to the historic, economic and cultural context of each city and to the eventual difficulties caused by issues of past identity conflicts or more recent immigration.

At the recent workshop on Partnerships for World Heritage Cities: Culture as a Vector for Sustainable Urban Development the participants identified three fundamental guidelines for the implementation of safeguarding and developing projects for historic cities and the mobilisation of partners:

*Take account of the territorial dimension of historic centres*

Historic centres are intrinsically linked to the urban, semi-urban and rural territories which surround them, from both the urban functional aspect and the cultural and historical values that comprise the genius of the site. They should be integrated into the heritage-based development project including partnerships with public and private entities.

*Elaborate an economic and social development strategy*

World Heritage historic centres should once again become emblematic places "art de vivre" in the city in their own traditions. Respect for heritage values and the strengthening of identity, to which the historic centre is a symbolic witness, will contribute to reinforcing social cohesion. Specific actions to maintain or welcome populations from all social, ethnic or religious categories should also be promoted.

This image must be strengthened by the exemplary quality of architectural and urban creations, particularly concerning public spaces and construction projects in a protected periphery. This

is particularly important in Riga as in 1997, when the Committee decided to inscribe the property on the basis of criteria (i) and (ii) on the list, it "considered that the historic centre of Riga, while retaining its medieval and later urban fabric relatively intact, is of outstanding universal value by virtue of the quality and the quantity of its Art Nouveau/Jugendstil architecture, which is unparalleled anywhere in the world, and its 19th century architecture in wood."

Strengthening of partnerships with the concerned national and municipal authorities, non-governmental organisations, community leaders, as well as the private sector in defining an integrated socio-economic urban development strategy was therefore stressed to be of paramount importance.

*Strengthen the institutions and political framework*

Protection and economic and social development projects should be based upon a longterm political vision, which is clear, coherent, and democratically approved. The local authorities, as here in Riga, are responsible for the co-ordinated management of conservation and development interventions. All stakeholders should be involved, in a democratic process of decision-making. Public funding should support private landowners, inhabitants and economic actors of protected areas participating in conservation and development policies of general interest.

Truly profitable partnerships for the inhabitants, the visitors and the actors involved in the protection of historic centres and in particular those inscribed on the World Heritage List, both at the local and global level, have to be established.

Transparency in partnerships and the rapid implementation of benefits for inhabitants are essential elements for the credibility of those partnerships and for the local authorities.

These partners should include inter-city exchanges, university research on urban issues, capacity building and training and involvement of all professional circles and private groups.

In many international meetings such as this, exchanges have supported new partnerships of local and international organisations, UNESCO and its World Centre concerning these crucial issues to maintain living World Heritage cities. An increasingly important role is played by the World Heritage Convention to promote the politics of safeguarding and development of historic cities.

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<sup>1</sup> Notes from the meetings, also published in the travel report LTH 1992.

<sup>2</sup> Committee on Spatial Development in the Baltic Sea region (CSD/BSR), 2000.

<sup>3</sup> Wilfried LIPP, Landeskonservator für Oberösterreich, Theory and history of conservation and preservation in a social and ("Monuments as a Product") economic context

## 4. URBAN HERITAGE IN THE BALTIC SEA STATES, NATIONAL REPORTS

### 4.1 Urban Heritage and its Preservation in Denmark

*Eske Møller*, architect, Cultural Heritage Agency, Denmark

In Denmark the urban settlements began a thousand years ago, and during a period of 300 years 112 provincial towns with municipal charters were established. Most houses from this period are no longer existent, but there are still remains of the towns which developed in the medieval years, mainly the street structures and the squares.

The oldest still remaining buildings are churches and a few "stone houses". But the predominant part of Danish medieval houses were half-timbered houses, a tradition of building that lasted to the mid-19th century - when referring to command houses. Large public buildings like castles, palaces and manors were earlier on built as brickwork constructions which over time affected the general tradition of building. From the mid-19th century and forward nearly all houses were built as brick buildings. At the same time the towns expanded rapidly during industrialisation, with the result that today a very large part of the preserved buildings are from this period. Preserved brick houses in Denmark represent a wide span of architectural expression from classicism to modernism.

#### **National legislation**

In December 2001 The National Cultural Heritage Agency was founded. The purpose of this foundation was to accumulate and concentrate the preservation of the Danish national heritage into one agency under the Ministry of Culture. On this occasion the Danish Museums, the Office of Listed Buildings and Preservation of Buildings, Archaeological Heritage and Documentation were brought together from different governmental departments. Each of these fields has its own legislation, but there are actual plans to combine these into one law on Danish Heritage. Regarding preservation of buildings there are primarily two laws to observe:

#### *Listed Buildings and Preservation of Buildings and Urban Environments Act*

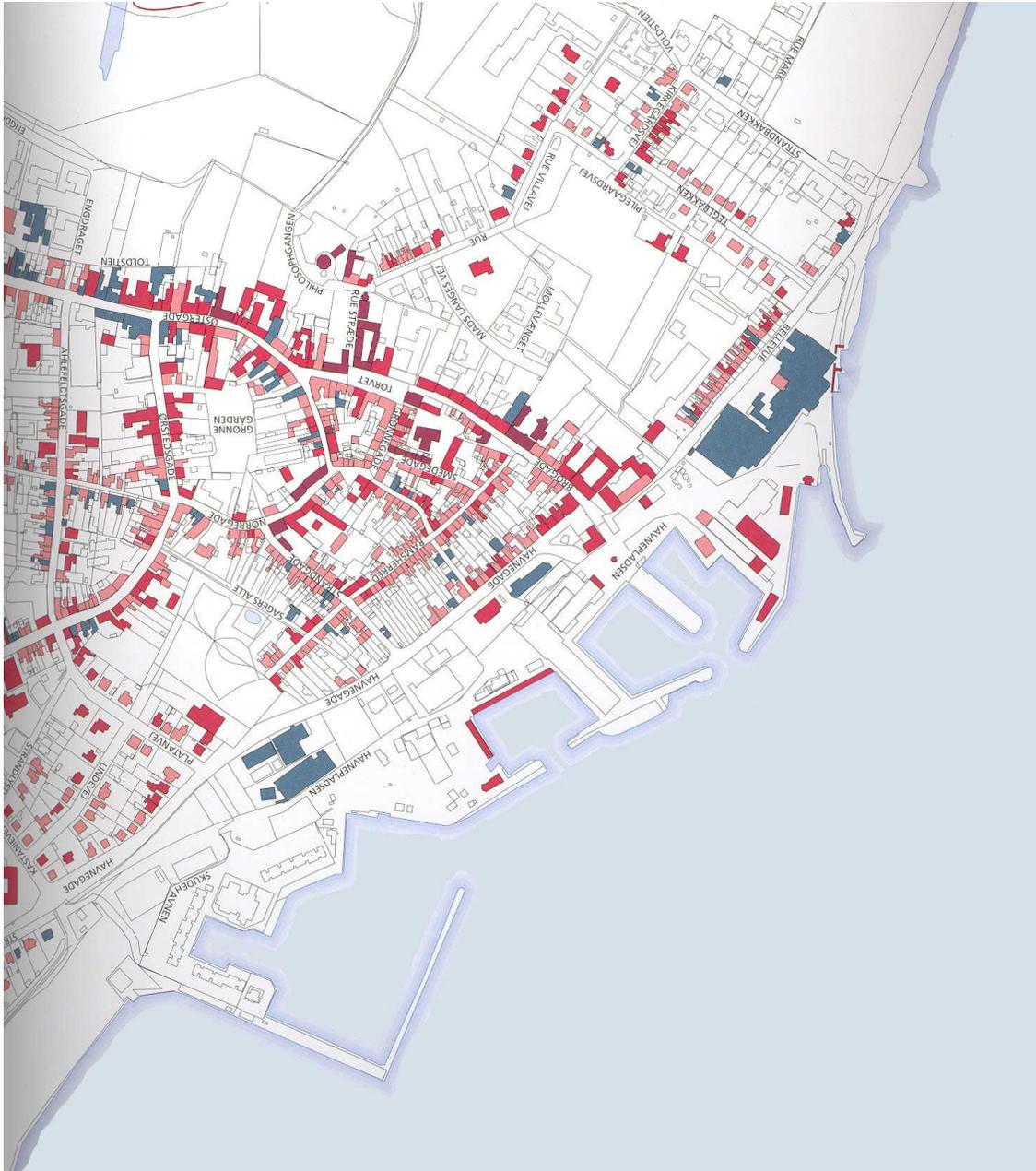
The first law was written in 1918 and the act was last reviewed in 2001. The law sets standards for listed buildings and demands an appointment of buildings worth preservation. The act delegates the administration of the listed buildings to the government and the buildings worthy of preservation to the municipalities, and defines Listed Buildings as heritage of national interest and Buildings worth Preservation as local or regional interests.

#### *The Planning Act*

This law enables municipalities to approve local preservation plans, giving building exteriors and town structures protection against unintended renewal and demolition.

The Law for Protection of Nature also provides possibilities to protect buildings primarily in connection with earthworks and fortifications.





*An example from an Atlas, a town map, with indication of the preservation value of each building in Rudkøbing. Photo Cultural Heritage Agency.*

Since 1990 The Office of Listed Buildings and Preservation of Buildings (now "Building" in the National Cultural Heritage Agency) in co-operation with the municipalities have made "municipality-atlases", in which all buildings from before 1940 have been registered. This registration is conducted according to the SAVE-method, where each building is evaluated in regards to architectural, historic, original, maintenance and environmental qualities. The SAVE-method also includes a description and an analysis of characteristic town structures.

This registration has been carried out in 75 municipalities, the municipalities in which the largest and most important towns are situated. At the moment the National Cultural Heritage Agency has approximately 400 000 buildings in our database, of which approximately 125 000 are pronounced worthy of preservation. It is estimated that all in all there are app. 350 000

buildings worthy of preservation in the country; in comparison to this Denmark has approximately 9000 Listed Buildings on 3000 properties.

In 2002 it was decided that the atlases in the future should not only handle towns and buildings, but also contain descriptions and analyses of wider defined topics in matters of geography and age - cultural environments. In Danish towns both the government and the municipalities are working with urban renewal and "town district elevations", which besides building preservation has the aim to increase the neighbourhoods' dwelling standards.

The foundation of the 12 Regional Councils of Cultural Environments in 1997 (advisory boards only) had the purpose of strengthening local preservation considering both urban structures and buildings and wider cultural environments.

The National Cultural Heritage Agency's immediate strategy on preservation in general has put focus on our country's industrial heritage. The agency is now initiating interdisciplinary projects on this period's cultural and architectural history.

## 4.2 Urban Heritage and its Management in Estonia

*Hain Toss, Chief Inspector on Historical Monuments, the National Heritage Board, Estonia*



*Town Kallaste. Photo National Heritage Board.*

There are 46 towns in Estonia today. Five of them - Tallinn, Tartu, Pärnu, Viljandi and Narva - are from the 13th-14th century (when they were given town rights), 40 were founded in the period up to 1940, and one - Sillamäe - was founded in 1945. The historic cores of the eleven towns (Tallinn, Tartu, Rakvere, Paide, Haapsalu, Kuressaare, Lihula, Viljandi, Võru, Pärnu and Valga) are protected by the Decree of Government as special preservation areas. In bigger towns (Tallinn, Tartu, Pärnu, Haapsalu, Viljandi, Võru, Valga) areas of wooden buildings outside the preservation areas are still preserved, mainly from the end of the 19th and beginning of the 20th centuries, which are not protected by law. In many other towns comparatively well-preserved cores from different times still exist. In Sillamäe, for example, the Stalinist style town core dates from late 1940s and early 1950s.

### **National guidelines, legislation, norms and rules**

The Estonian Heritage Preservation Act was adopted in 1994 and it regulates only the specific cases of listed monuments, groups of monuments and preservation areas. The Planning and Building Act does not pay attention to cultural heritage on a broader scale. A new Planning Act and Building Act are in the process of elaboration. In the draft of the new version of the

Planning Act there is a special paragraph dedicated to the planning of areas of cultural value as elements of sustainable development.

The Ministry of Culture and Estonian Architects Union together are elaborating the Estonian Architectural Policy to be adopted by Parliament. In its draft there is a special section dealing with the preservation of the cultural environment in terms of sustainable development.

#### **Methods of analyses, processes of evaluating**

Upon the initiative of the Canadian Urban Institute in the process of elaboration of the Tallinn Strategic Development Plan (to become the basis for the Tallinn Master Plan), built areas were evaluated by means of SWOT-analyses. In Kuressaare, Viljandi, Haapsalu, Paide and Valga the whole town area and all the buildings in it were analysed and evaluated using InterSAVE methodology in co-operation with Danish specialists from the Ministry of Environment and Energy. In Tartu on the initiative of town authorities the inventory and evaluation of the culturally valuable suburban areas was carried out, using methodology developed for the purpose, in 1996.

#### **"Sustainable Historic Towns"**

In 2000, when the Sustainable Historic Towns programme was started, the Estonian Heritage Board addressed ten small towns to put up a case study specifying their identity. The work was carried out in seven towns - Abja-Paluoja, Kallaste, Kohtla-Järve, Kuressaare, Põltsamaa, Rääpina and Sillamäe. For working out preliminary criteria of identity, consulting local authorities and supervising local evaluation works, Kuressaare town architect L. Hansar was commissioned. For the basis of criteria it was decided to take the urban aspects of InterSAVE. Meetings with the representatives of the towns were held, in order to gain consensus on the criteria of identity for every town and to find the answers to the following questions:

- How to disseminate these criteria of identity among the town inhabitants?
- How to use these criteria of identity in spatial planning?
- How to make these criteria of identity useful for development?

In 2002 the work was carried out in four small towns - Kunda, Jõhvi, Märja-maa and Põltsamaa. Methods were improved and the Ministry of Environment (which is responsible for urban planning in Estonia) joined the project with the aim to work out Recommendations for the small towns, using their identity criteria to formulate their landuse plans (master plans). The results of the project will be drawn up at the end of 2003.

## Actual problems and approaches



*Town Sillamäe. Photo National Heritage Board*

The main problem for most small towns in Estonia is the slow economic development or the lack of it. Now is thus the time to determine the cultural values which make up their identity, in order to make local authorities and inhabitants aware of these values and so preserve them, as well as to make use of them for development. In bigger towns (Tallinn, Tartu, Pärnu, Narva and others) the problem is mainly the preservation of former suburban areas of cultural value (and the components of town identity), not to be demolished or disfigured by fast development. It has to be mentioned that the preservation of natural or semi-natural landscapes as the objects of sustainability has been more successful in Estonia up to today.

## 4.3 Urban Heritage and its Management in Finland



*Town Tammisaari on Gulf of Finland.  
Photo Soile Tirilä, National Board of Antiquities, Finland.*

*Margaretha Ehrström, Senior officer, National Board of Antiquities, Finland*

## Urban History in Finland

The building stock in Finland is young. Only less than 10 % of the buildings date from before 1920. A hundred years ago only one out of eight persons lived in towns in Finland, the number of towns being then 37. The post-war era has changed the situation dramatically and today some 50 % of the Finnish population live in cities and towns. The trend to move to large urban growing centre areas is accelerating. The regions of Helsinki, Turku and Oulu are the most quickly growing centres in Finland. The rural landscape and minor towns situated outside these areas suffer from falling numbers of inhabitants. The globalisation of the economy and industry has led to the closing of minor and middle class factories and enterprises and unemployment has risen as a result. A number of industrial and commercial heritage sites have to find new uses at the same time as the residential areas dating from the late 19th and 20th centuries have to meet the demands of modern living standards.

The origin of urban tradition in Finland can be traced to a couple of medieval towns, which were built on the spot of former market places (Porvoo) or in connection with Catholic monasteries (Naantali, Rauma). The political expeditions of the Swedish kingdom in the 17th century and mercantilism led to the foundation of a number of new towns mainly on the west coast. To conciliate power in the eastern parts of the country new towns were founded in the 18th century. The town plan of that era is the grid plan with rectangular blocks divided into 4-6 spots. The influences on the building stock (architecture, details and decoration) can be traced to Sweden in the 17th and 18th centuries while the Russian influence is dominant in the 19th century.

The traditional building material in Finnish towns is wood. The houses of log timber and wooden roofing have been very vulnerable to fire; most Finnish wooden towns have burnt down at least once. A couple of them have suffered from a number of severe fires.

The strong urbanisation trend after World War II led to the demolishing of important historic towns. Wooden houses built by local craftsmen were taken down and replaced by new blocks in concrete and brick. The urban pattern (grid plan) was widened to give place to new urban functions and promote accessibility to motor traffic. Only a few of the most important medieval wooden towns were declared as "Old Towns" under the building act.

The old monumental way of heritage protection was altered in the Nordic countries after "The Destruction of the Town" in 1960-75. In the 1960 and 70s 40% of historical dwellings in Sweden were destroyed. In Finland the amount was probably much more but statistics are lacking. Protection actions and plans grew from these losses.

Through an ICOMOS initiative in the late 1960s the Nordic countries started a joint project to preserve the urban fabric in the wooden towns in Finland, Norway and Sweden. A number of presentations, surveys and reports of individual towns were published. A conference and a declaration ended the project in Stavanger in Norway. Over the next years many of the towns presented in the reports were preserved through conservation plans. That was also the case in Finland.

### National guidelines, legislation, norms and rules

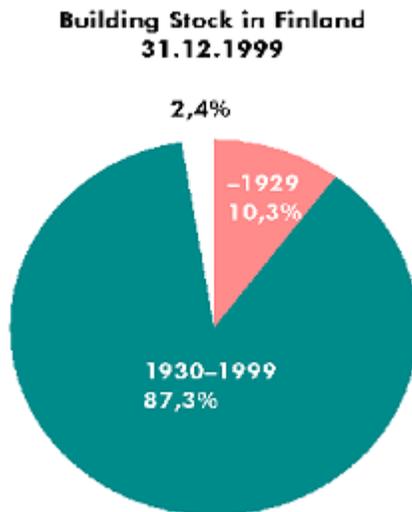
The year 1998 formed a kind of turning point for the preservation of cultural heritage in Finland. The Council of State approved "The Finnish Architectural Policy".

The policy

- states that architecture is created from the values of being practical, curable and beautiful. The values of different periods can be seen in the built environment. The values of today can be seen tomorrow;
- emphasises both the citizens' right and duty to take responsibility for their own environments.

The goals of the policy are:

- to raise the quality of public building and property management to a higher level and thus set an example for the whole construction sector in Finland,
- to promote the use of methods which will advance good architecture and high quality building,
- to enhance innovation through professional architectural education and through research and development work and,
- to enhance the conservation of the architectural heritage in Finland and development of environments as a part of cultural history and architecture.



According to the Architectural Policy a special document on the "Strategy for Built Heritage" has been formulated. The Council of State approved the Strategy in June 2001.

*The aims of the strategy are:*

- to foster the transfer of values of built heritage to citizens and further generations,
- to guarantee the diversity and good maintenance of the built heritage,
- to increase information and knowledge of built heritage,
- to guarantee the economic conditions for good maintenance of built heritage,
- to create effective and client-oriented management for questions concerning built heritage.

[www.ymparisto.fi](http://www.ymparisto.fi), please search for "Rakennusperintöstrategia" or Byggnadsarvsstrategin" (available only in Finnish and Swedish).

The New Land Use and Building Act, which came into force in January 2000 states that the preservation of natural and built environments shall be an integral part of spatial planning. Urban and land use planning is being geared to promote sustainable development. The law encourages local people to take an active role in the planning processes. On the other hand authorities are adopting a more transparent and interactive approach to spatial planning. (<http://www.vyh.fi/eng/environ/legis/landuse.htm>)

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## 4.4 The Management of Historic Centres in Latvia

*Juris Dambis*, Head of the State Inspection for Heritage Protection, Latvia

In comparison with Western Europe, Latvia is rather sparsely inhabited. Cities are smaller and they are located far from each other. Each city has its significance and its own peculiar visage.

Each region of a city is defined by several factors that have later affected its development. Historical studies show that at the end of the first millennium and the beginning of the second, peasant, artisan, and merchant-inhabited localities formed round Ancient Latvian castles - ancient towns. They mainly originated by water and overland strategic routes. By the 16th century eleven towns had formed in Latvia. By the 17th century ten towns had formed; by the 19th, five towns; and now there are 77 towns, eight of which are subject to the republic. The largest of the cities and the richest in history is Riga, which was founded in 1201 and has 805,997 inhabitants at present; the smallest town, Durbe, was founded in 1893 and it has 465 inhabitants at present. A peculiarity of Latvia is that one-third of all inhabitants live in the capital Riga.

After the restoration of independence in Latvia, the juridical and economic independence of the municipalities was restored following the law "On Town Municipality" passed in 1991. At present 68% of Latvia's inhabitants live in towns. At the beginning of the 20th century, interest was aroused in the preservation of town historical centres in Latvia; however, earnest practical action began in 1967 when Old Riga was proclaimed a state protected zone. From 1977 to 1983 the first regeneration project was carried out; before that an investigation of several historic towns commenced. At present, there are 44 town-planning monuments under state protection in Latvia. On 4 December 1997, the historic centre of Riga was included in the World Heritage List.

### **The policy and planning framework**

The law on territorial development planning (passed in 1998) establishes that municipalities ensure the production of territorial development plans. The abovementioned law defines the principles and assignments for territorial development planning, the order of public deliberation. The law defines the areas of responsibility in the field of planning for different state institutions and municipalities.

While developing any territorial development plan, the following principles are observed: a principle of a sustainable development which provides for ensuring a qualitative environment, balanced economic development, rational use of nature and human material resources, and preservation of cultural heritage for future generations.

### **Preservation and development projects**

The town historic centre planning policy is based on ensuring the development of a town that respects cultural heritage and uses it as an economic value. Planning means the approximation and balance of interests. History embodied in cultural monuments ensures a balanced, humanised, and valuable environment of human life. Objects related to the history of civilisation form the cultural, intellectual, social, and economic capital of the society, the value of which is irreplaceable. This capital forms itself over the course of many centuries and destruction of any part makes the historic centre of a town become poorer. Cultural heritage has to be handed over to future generations in an authentic condition. Each period has its features and layers that are also historical witnesses and have cultural significance. All new transformations have to respect the original values, while representing the features of their time. Creation of false images in the historic centres of towns is not the way to preserve cultural heritage - they should be looked upon negatively.

It is necessary to work out preservation and development projects for the historic centres of towns by using the existing general plans. The objective is to create an effective tool for the control of changes - to control preservation and construction in the centres, ensuring a rational use of the particular territory which would promote development of a balanced economy and would preserve the environment (also the cultural environment), corresponding to the state

and municipal sustainable development priorities and development plans. Furthermore, the objectives are to ensure a qualitative housing environment for inhabitants and society in general; to guarantee the rights of land proprietors and users to utilise and develop their property or the land utilised in accordance with the terms of territorial planning; to provide society with possibilities to acquire information, express one's opinion and take part in the process of territorial planning development.

The most significant constituent parts of the project:

- inventory - analyses of the present housing schemes,
- analyses of the town planning situation,
- a plan indicating the borders of plots,
- analyses of underground (archaeological) cultural and historical values,
- analyses of the transport system,
- analyses of the communication facilities,
- analyses of the usage of territories and constructions (zoning),
- analyses of the existing greenery,
- analyses of infrastructure,
- analyses of pollution,
- analyses of employment,
- analyses of the guidance and control system over preservation and development of the historic centre,
- proposals for town planning development,
- a solution for transport flows and parking lots,
- development of communications,
- perspective and functional use of constructions (zoning),
- a sketch of the housing scheme (sizes),
- red lines of the streets,
- development of the greenery,
- development of gutters and water containers,
- instructions for the preservation of cultural and historical values of each block and development of each housing scheme,
- development of the infrastructure,
- a mechanism for modification control and administration,
- involvement of the society in the creation of a qualitative environment and availability of information.

The registration and evaluation of the existing qualities are the most important activities to begin planning. Analyses of a unified type for the study of housing in Latvian historical centres have begun, as well as registering of all construction.

#### **Management and regeneration actions**

In Latvia, municipalities are responsible for the development of the territories. Special services have been formed within them - Building Commissions. Without the permission of the Building Commission, no construction and reconstruction of the existing buildings are permitted. In conformity with the law "On Preservation of Cultural Monuments", state administration over protection and use of cultural monuments is provided by the Cabinet of Ministers, and is carried out by the State Inspection of Heritage Protection.

There are building regulations issued for towns, which also include the requirements for the preservation of cultural heritage. In case the requirements are ineffective, the Inspection can issue regulations for preservation of the historic centre, which are binding for the plot and building proprietors.

Concerning the Historic Centre of Riga, inscribed in the UNESCO World Heritage List in 1997, the State Inspection for Heritage Protection developed proposals for the preservation and development of the Historic Centre of Riga, conceptualised in "Vision 2020" in 2001 and an improved version "Vision 2020/2002" in 2002. The document includes a complete inventory of the buildings of the Historic Centre of Riga and it serves as a basis for developing a preservation and development model for the Historic Centre of Riga. Today Riga City Council, while working at drafting the preservation and development plan, is taking into account these proposals developed by the Inspection.

In order to ensure the preservation of the Historic Centre of Riga according to the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, where one of the most important state functions or obligations is "...to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage", in 2001 the Inspection proposed drafting a special law. As a result, the law "On Preservation and Protection of the Historic Centre of Riga" was adopted by the Parliament of the Republic of Latvia on 29 May 2003 and it came into force on 25 June 2003. The new law states and defines the following:

- Precise area of the Historic Centre of Riga and its protection zone (buffer zone) borders.
- Procedure, that the regulations for the Historic Centre of Riga and its protection zone (buffer zone) are determined by the Cabinet of Ministers.
- Procedure for ensuring qualitative and joint decisions, forming consultative expert council.
- Procedure that new construction in public outer space is allowed only according to the results of open architectural project competitions.
- Procedure that any new building, reconstruction or demolition that causes essential changes in the culture-historical environment is prohibited until the plan of the Historic Centre of Riga comes into force.

According to the law, the preservation and development plan of the Historic Centre of Riga and its buffer zone shall be completed by 2004.

According to the law, in order to monitor the development and implementation of the plan of the territory of Riga centre the Cabinet of Ministers shall establish the Council of Riga Centre Preservation and Development. The members of the Council are approved by the Cabinet of Ministers after being proposed by the Ministry of Environmental Protection and Regional Development, the Ministry of Culture, Riga City Council, and Latvia National Commission for UNESCO.

The recognised and conservative values of the Historic Centre of Riga are: the structure of the historical construction planning, dimensional disposition, scenery and its measure, panorama and silhouette, greenery system, construction of places and streets and their dimensional disposition, dimensional organisation of blocks, organisation of public services and facilities, elements of improvement, materials of inner decking, fences, fountains, historical constructions and their remains in the cultural layer, characteristic relief and waters.

For each cultural monument of local or state significance within the Historic Centre of Riga the State Inspection of Heritage Protection issues usage and preservation instructions.

#### **Environmental management**

The law on environmental protection in Latvia was passed on 6 August 1991 with alterations made on 5 May 1997. The aim of the law is to create such a social and natural interaction mechanism that would guarantee environmental protection, effective nature management and inhabitants' rights to a qualitative living environment. The basic principles of environmental protection are:

1. provision of a friendly living environment in the historic centres of towns for the life, work, and relaxation of present and future generations;
2. co-ordination of ecological and economic interests of society;
3. provision of environmental protection measures.

The Ministry of Environmental Protection and Regional Development, its local services and environmental protection services of the municipalities are responsible for environmental protection in Latvia.

### **Tourism and Heritage Management**

Cultural heritage in Latvia is a significant tourism resource. The law on tourism in Latvia was passed on 17 September 1998, in such a way that a juridical foundation for tourism development has been created. The law states the order according to which state authorities, institutions, municipalities and tourism enterprises have to work in the field of tourism and protect the rights of the tourists.

One of the main assignments of this law is to encourage the preservation and use of the cultural, historical and natural heritage, as well as to ensure the development of cultural and natural tourism. According to the law, municipalities work out development plans and territorial planning defining the perspective of tourism development; ensure the resources and activities for tourism development, according to the development plan and territorial planning, as well as popularise the tourism possibilities in their territories; and further ensure the preservation of tourism objects and possibilities to use them for tourism needs.

Reasonable tourism development encourages the preservation of cultural heritage. The most significant part of heritage in the historic centre of towns is the architectural heritage. The totality of the architectural heritage should be regarded as a considerable economic value used not only by its proprietor or other direct users, but also by tourists.

A successful tourism policy economically affects a town by the means of taxes. It is important to use a part of the attained financial resources for the preservation of the cultural heritage - in such a way that qualitatively improves the tourism product. It is important for the visitors of the historic town centre to feel the atmosphere of the town. Therefore not only separate monuments are important to the town centre, but everything that creates a united image of the historic centre - building façade details, street furniture, historical parks, monuments, etc.

In Latvia, the Advisory Tourism Council of Latvia supports co-operation among the municipalities and administrative institutions of tourism, cultural heritage, and environmental protection. Balanced tourism development should be carefully considered to alter the attitude of the visitors who more and more support the idea of the preservation of cultural and natural heritage and ecology.

### **Sustainability**

Historic town centres are not rigid; they are under continual development. Each period of time leaves its traces in a town along with its qualitative supplement - layers. The claims on the preservation of cultural heritage may not be dogmatic; they must allow for development that would preserve qualities. However, even modern development cannot be based on the destruction of the heritage of the past. In the new plans of the historic centre the following aspects should be estimated:

- what should be preserved as a value,
- what should be eliminated as worthless,
- what should be transformed as unsuitable,
- what should be created anew as necessary.

A gap between historical and modern architecture is not admissible. Good modern architecture will serve as future monuments. Creation of a qualitative space is an important dialogue among all parties interested.

## 4.5 Urban Heritage and its Management in Lithuania

*Jurate Jureviciene*, Associate Professor, Vilnius Gediminas Technical University, Department of Architecture, Lithuania



There are more than one hundred towns in Lithuania at present. More than 30 % of them were established before the beginning of the 15th century; one third before the mid-16th century; and the others up to 1940. Only six towns were established in the second half of the 20th century. Almost all the towns are historic: the basic features of their spatial structure and architecture were created before 1940. A dense net of historic towns is a particular feature of Lithuanian cultural heritage.

### **National guidelines, legislation, norms and rules**

The legal basis for sustainable development of historic towns is newly created and covers various fields: the Law on Protection of Immovable Cultural Properties, 1995; the Law on Protected Areas, 1994; the Law on Building, 1995 and the Law on Territorial Planning, 1996, have been passed at the national level.

At the municipal level the activities are regulated by the strategic plans of the cities (these are carried out according to the decision of the municipality council, which may follow investors' interests), the comprehensive plans (obligatory), the special plans (on heritage preservation, infrastructure development, natural preservation, etc., according to the decision of the council) and the detailed plans (obligatory). The regulations on building, social development, etc., as well as different guidelines are often financed by the municipalities, too. Municipalities are encouraged to create municipal lists of protected cultural properties.

The development of listed cultural heritage sites (the old towns of Vilnius, Kaunas, Klaipeda, Trakai, Kedainiai, Ukmerge, Telsiai; historic squares, streets, cemeteries, etc.), buildings (churches, manor houses, etc.) and their complexes is under national and municipal regulation. The municipalities and private owners coordinate construction activity and use of their property with the State institutions responsible for heritage protection and municipalities. The general guidelines, both national and international, are largely too abstract to influence decisions on urgent problems of urban development.

### **Governmental and regional authorities**

The State Department of Cultural Heritage Preservation is responsible for the listing, registration of the buildings, archaeological and historical sites listed in the State register and control of preservation works applied. Reinforcement work on the listed buildings under danger should be mostly financed by the state department of heritage preservation. Conservation work on all listed buildings could be financed by this department also, but is often paid for by the private owners or municipalities.

The administrations of the counties are responsible for regional development, but rarely use their legal possibilities to finance the protection of the built heritage. The administrations of the national and regional parks base their activity on territorial schemes and special plans of

the parks. They emphasise conservation, development of the tourism and recreational functions and achieve substantial results in protection of cultural values.

### **Municipalities**

The municipalities are the producers of the obligatory documents of the towns' development: the comprehensive plan, plan of the plots of land or regeneration projects of the listed areas. Private customers could (and mostly do) finance detailed plans of the territory. Few municipalities have begun compiling the local lists of heritage under protection. The conservation works of the programmes on heritage preservation are included in the budgets of the municipalities or financed according to the decision of the council of municipality.

Here is the official responsible for protection of the cultural properties in the staff of every municipality. Poor budgets and urgent routine problems restrict the activity of the municipalities in heritage preservation. The Association of the Municipalities works out the general strategy and recommendations for more efficient development of the towns. Because of the pressure by investors to build in Vilnius' historic centre it has weaker opportunities to safeguard unlisted built heritage than other historic towns of Lithuania have.

### **Organisations and societies**

The Association of Lithuanian Architects (including urban planners) is a professional organisation, the recommendations of which have strong influence on the planning of town development. The Association of Landscape Architects stands for the protection of natural areas and preservation of urban recreation zones. The other professional organisations, such as the Association of Lithuanian Restoration, the Society of Archaeologists, and the Society of Historians, stand for preservation of cultural heritage.

### **Universities**

The departments of architecture or urban planning of Vilnius Gediminas Technical University, Kaunas Technological University, and the Lithuanian Academy of the Arts carry out the teaching and scientific work in the fields of urban planning and heritage preservation. The students, guided by professors, take part in research work and design competitions conducted by municipalities.

### **Methods of analyses, processes of evaluating**

The traditional method of complex systematic analysis lies basically in expertise and evaluation of the towns' development problems. The latest pilot projects in different fields of urban development are carried out according to requirements and the methodological basis of EC documents.

### **Actual approaches**

The main problems at the level of legislation are:

- inadequacy of the definitions and uncertainty of the requirements accorded by different laws,
- replacement of public interests by private ones caused by the possibility of private financing of the detailed territorial plans and preservation terms of listed objects,
- absence of financial backing for heritage preservation works, replacement of it by the restrictions on construction and use.

At the level of realisation the problems are:

- non-compliance with the valid laws (including regulations and projects, approved by the decision of the municipality) in the processes of reconstruction, conversion and new construction,
- poor understanding of wooden built heritage value by municipal officials, urban planners and developers.

## 4.6 Urban Heritage and its Management in Norway



*Town Bergen in Norway.  
Photo Directorate for Cultural Heritage of Norway*

*Gisle Erlien, Head of Section, Directorate for Cultural Heritage, Norway*

The urban history of Norway may be summed up through three main periods. Medieval period: the first regular towns were established around 1000 A.D. At most there were nine towns, spread from Kongshelle in south-east (now Sweden) to Trondheim furthest to the north. Except for Hamar they were situated where sea-travellers could meet people from the inland areas and trade goods and merchandise.

Trades and crafts dominate: from the 16th to 18th centuries new towns started growing again, most of them coastal towns based on traditional plot patterns adapted to old roads and local topography. Planned towns were exceptions, and included those situated beside fortresses. In northern Norway, trading towns were established as late as in the early 19th century.

Industrial age: 19th and 20th century town development was mainly based on industrial growth. Some new towns were established, and several of the existing ones experienced rapid growth. Professional town planning entered Norway in the late 19th century, based on architects and engineers usually educated in Germany. Safeguarding sanitary conditions for working-class housing was one of the main aims. Development in the 20th century is dominated by suburban housing, large department stores and carbased transport, all from the second half of the century.

### **National guidelines, legislation, norms and rules**

Legal instruments applied are:

#### *Planning and Building Act*

(latest amendments from 1996) - enforced by municipal authorities.

- regulates comprehensive planning and detailed plans as compulsory instruments. The law also enables municipalities to approve preservation plans, giving legal protection to valuable historic areas.

#### *Cultural Heritage Act*

(latest amendments 2000) - enforced by national and regional authorities.

- protects monuments, sites and cultural environments of national value. In urban areas the act has mainly been applied to single buildings and monuments.

#### *National guidelines*

for co-ordinated area and transport planning may in fact cause pressure on historic town centres. According to these guidelines, planning should be based on strengthening nodes in the transport

system through urban development of high density. In many cases the nodes are located in historic town centres.

### Actual approaches

#### 1. Political reform for increased local influence

The Norwegian government aims to give municipalities increased influence on heritage protection. The main questions and challenges are:

- to what extent can small municipalities (average app. 5000 inhabitants) establish professional governance in the field of cultural heritage,
- how can we develop and disseminate more knowledge and competence throughout the country,
- how can we improve the funding for restoration of cultural heritage, including monuments and sites that are not protected by the Cultural Heritage Act.

As a direct consequence, the government has approved an experimental scheme allowing three cities (Bergen, Stavanger, Kristiansand) to take over part of the regional administration for cultural heritage. This scheme will be applied over a period of four years, starting January 2004.

#### 2. Norwegian heritage policy in general

Parallel to the reform process mentioned above runs another process, starting with a committee appointed by the government to look into cultural heritage policy in general. The committee issued its report in December 2001, and a public hearing took place in 2002. By autumn 2003 the Ministry of Environment is preparing a proposal to the parliament (Stortinget).

#### 3. Planning act

A report has been issued, discussing possible changes to the planning and building act.

Among the topics of interest for cultural heritage are:

- May comprehensive plans be used for heritage protection?
- Should municipalities enforce protection of building interiors by the planning and building act, or shall this still be governed exclusively through the cultural heritage act?
- How can municipal conservation plans achieve the necessary status and respect to ensure sufficient protection in a long-term perspective?

#### 4. Urban transformation caused by structural changes in society

Property values, economic pressure and official policy to strengthen public transport all increase the pressure on central town areas with historic values. Old wooden town centres may be vulnerable to this pressure.



Town Røros in Norway. Photo Torbjørn Eggen.

## 4.7 Protection of Urban Heritage in Poland

*Artur Kostarczyk, Dr of Architecture, Director*

### **Short summary of urban history**

The very beginning of the historic development process of urban structures in Poland was connected with early medieval market places and two Baltic Sea emporiums: Wolin and Truso. During the period of the high Middle Ages a new network of (over 800) towns was established - basically founded on the German model of a city law (Lübeck and Magdeburg versions). The Hanseatic League had an impact on the prosperity of greater Polish towns in the late Middle Ages, which is why more than two-thirds of Polish historic towns are of medieval origin. Due to the Swedish invasion in the 17th century and wars at the beginning of the 18th century the medieval towns (keeping still the medieval urban pattern) changed their architectural material fabric in the 18th and 19th centuries. On the other hand, the European industrial revolution of the 19th century had no significant impact on the townscape of historic towns. The First World War and, especially, the Second World War caused the tragic end for hundreds of towns. The first rebuilding projects started in Gdańsk (1947) and Warsaw (1949).

The traditional building material of Polish towns varied from north to south. In the Baltic Sea Coast regions timber-framed buildings were common till the end of the 19th century. In the east part of Poland the ordinary material was timber. In the southern part there is a great diversity of materials.

### **National guidelines, legislation, norms and rules**

#### *A cultural heritage protection law*

The Polish national legal system of protection of cultural heritage was created in the year 1962 and therefore it is basically anachronic in terms of urban heritage protection. The historic building and the historic city are both, in the legal sense, the same category of immovable objects in terms of historic preservation: there is no clear legal distinction between "an architectural object" and "the urban conservation area". Moreover, the current legal system of physical planning (1995) and protection of nature (2000) are both incompatible with the cultural heritage protection law in Poland.

Notwithstanding, in the last 30 years urban heritage preservation in Poland has evolved to become an important part of national and regional conservation policy. More than 1000 historic cities are currently under different forms of protection (laws and bylaws).

#### **A physical planning law**

##### *National physical planning*

On 17th November 2000 the Polish Parliament accepted the National Physical Planning Policy in which there is a chapter concerning urban heritage protection.

##### *Regional physical planning*

In the years 2000-2001 the regional self-governments (16 voivodships) were working on regional strategies and regional physical plans. The problem of revitalisation and sustainable development of small historic cities is one of the most important issues in current regional planning. More than 300 historic towns have become capital cities of newly established territorial units, "powiats" (i.e. counties), after the territorial system reform in Poland (1999). It has had an impact on their prosperity.

##### *Municipal physical planning*

There is a certain crisis in the development of new generation revitalisation plans for historic districts. The new legal system of municipal physical planning is now under construction in Polish Parliament.

##### *Methods of analyses, processes of evaluating*

There are no specific methods. A new "postmodern" paradigm has had a certain impact - among preservationists - on their intellectual transgression. The most characteristic feature of new thinking is the "non-selective approach" to the resources of built heritage and the interest in the process of transformation of the built environment.

#### **Actual approaches**

The free market economy evolved in the decade 1990-2000 in Poland triggering processes of transformation on a great scale, and producing a substantial impact on the cultural landscapes.

- There is a need for a new legal system of urban heritage protection in Poland (compatible with the systems of physical planning and protection of nature).
- There is a growing need for specific laws and by-laws for small historic towns.
- The scale and the speed of the process of total transformation of cultural landscapes in Poland have created a dramatic challenge for preservationists.

## **4.8 Urban Heritage and its Management in Sweden**

*Ann Mari Westerlind, architect, National Heritage Board, Sweden*

### **A short summary of the urban history**



*Town Ystad in Sweden. Photo National Heritage Board.*

In Sweden there are 115 urban areas that earlier had the administrative rights to be a town. About 55 of them were founded before 1500, about 35 between 1500 and 1800, about five during the 19th century and about twenty between 1900 and 1950. With the Swedish reform of the local communities around 1970 the administrative towns disappeared. The municipalities of today include the towns as well as their surroundings. Today we have 290 municipalities, but approximately 100 functional regions. That means that some of the small towns have a vast economically-dependent surrounding countryside.

The three large cities have all historical backgrounds. Today more than ten or 25% of the medieval towns are county capitals. The rest of the county capitals were founded in 1600 to 1800. Fifteen of the early medieval towns no longer exist.

The three largest cities have 1 200 000 - 250 000 inhabitants. The county capitals and a few other towns have 200 000 - 30 000 inhabitants. Most of the other towns have less than 10 000 inhabitants. The smallest have only some 1000 inhabitants. That means very different possibilities to preserve and develop the historic towns.

In the year 2000 about 85% of the inhabitants in Sweden lived in urban areas.

## **National guidelines, legislation, norms and rules**

All archaeological remains, including the remains of medieval towns, and every church built before 1940 are automatically protected by the *Act of Cultural Monuments from 1988 (KML)*. Decisions can also be made to protect other churches and particularly valuable buildings, parks and gardens. Public buildings can in the same way be protected by the *Ordinance of Public Monuments from 1988*. The County Administrative Board and the Government make these decisions.

The use of land and water and building activities are regulated by the *Act of Planning and Building from 1987 (PBL)*. In every planning activity the values of nature and culture are to receive special attention. New buildings are to be situated with regard to the townscape or landscape and the natural and cultural values of the site. Buildings are to be given an external design and colour aesthetically attractive, suitable for the actual building and promoting a good general impression.

Changes to a building are to be carefully done and with attention to the characteristics of the building and to technical, historical, cultural, environmental and artistic values.

Buildings of special value from a historical, cultural, environmental or artistic point of view or belonging to an area of such a character must not be transformed.

Buildings are to be maintained. The maintenance should suit the value of the building from a historical, cultural, environmental or artistic point of view and the character of the surroundings.

In the comprehensive plan of the municipality it should be possible to find out how to take care of the areas of national interest pointed out in the Act of Environment.

In a legally binding regulation plan announcements for care, preservation or prohibitions to demolish can be made for buildings or sites with a special value from a historical, cultural, environmental or artistic point of view.

If a regulation plan is considered to cause significant impact to the environment an IAE, Impact Environment Assessment, shall be carried out.

The Municipal Council makes decisions according to the Planning and Building Act after an official preparation. The County Administrative Boards have to examine that national interests including those of cultural heritage are given special attention.

According to the *Environmental Act from 1999 (MB)* sites or areas of general interest, for example, according to their historical values are to be protected as far as possible from activities causing significant damage to the cultural heritage. Areas of national interest are to be protected against such activities. In Sweden there are 1700 areas of national interest concerning cultural heritage, including 107 areas in historic towns.

According to the Environmental Act cultural protection areas can be established, but they are primarily meant for rural areas with significant cultural values.

The Swedish regulations of IEA and SEA are found in PBL and MB.

The sustainable development of historic towns is also influenced by various political objectives.

### **The objectives for the maintenance of the cultural heritage**

- a defended and protected cultural heritage
- sustainable development with the maintenance of the cultural heritage as a driving force
- Everyman's understanding, participation and responsibility for his/her own cultural heritage.

## **The objectives for the environment**

The objectives for the environment primarily concern an ecologically sustainable development.

Five basic values are to be observed; the cultural heritage is one of them. The Parliament has decided upon fifteen objectives concerning environmental quality. They are to be reached within one generation. Cultural heritage is included in nine of the fifteen goals.

Of special dignity is the objective "A Good Urban Environment" which says:

"Cities and towns and other urban areas are to constitute a good and healthy living environment and contribute to a good regional and global environment. Natural and cultural values are to be regarded and developed. Buildings are to be located and designed in a way that adapts to the environment and in order to promote economical use of land, water and other resources."

The following elements of the objective concern cultural heritage and historic towns:

By 2010 physical planning and the development of the society are to be based on strategies and programmes for:

- Ways to produce a varied amount of dwellings, places of work, service and culture in order to reduce the use of cars, to improve the possibilities for environmentally adapted transport and to use a minimum of resources,
- Ways to regard and develop historical and aesthetical values,
- Ways to protect and develop green areas and water in towns and urban areas,
- Ways to use energy more efficiently.

By 2010 historically valuable buildings are to be identified and a programme for protection of their values is to be produced. At the same time at least 25% of the valuable buildings are to be in a sustainable way protected.

### **Objectives for regional development:**

Well-functioning and sustainable regions for labour markets and good service in the whole country.

Strategies:

- Well-developed coordination of state activities
- A clearer regional responsibility for development
- A clear division of the responsibility between state and community
- Learning as an instrument for development
- Regional comparisons as a driving force for development
- Cooperation between the structural and the regional EG-politics.
- Direct activities

### **Financial contributions concerning cultural heritage**

The possibility to preserve and develop historical towns depends of course on financial contributions. In Sweden there is an annual state grant of about 230 million SEK (25 million €) to be distributed to the County Administrative Boards by the National Heritage Board. The County Administrative Boards administer the distribution of the allowances for different purposes to private owners of buildings and property. The support can be used for maintenance and information as well as production of knowledge about the maintenance of buildings, landscape and the archaeological heritage.

In the year of 2000 nearly 80% of the grant was spent on buildings, especially protected and threatened buildings. About 70% of those grants were spent on building monuments or buildings to be protected by the Planning and Building Act according to the Act of Cultural Monuments.

About 50% of the grants were spent on buildings in areas of national interest for cultural heritage.

Within the frame of the structural funds of EG economic means to some extent have been used for the development of cultural heritage.

### **Methods of analysis, processes of evaluating**

In Sweden there is not yet an existing and established national method for analysing and valuating an urban or rural landscape as a whole. Within a recently completed development project a comparison between different methods of analysis from different countries has been carried out. The report states that it is hardly possible to launch a single method: it is better to have knowledge of different methods and in every single case have the possibility to "adapt to the situation and the demand" and produce an analysis that is relevant. An important moment in every single case is the fact that the citizens and the politicians/decision-makers, not just the experts, properly accept the analysis and the valuation of the cultural heritage.

Since the 1970s different methods of registration and valuation of buildings and surroundings have been presented. During the 1980s, before the introduction of the new Planning and Building Act and the Act of Natural Resources, which would present a new possibility to point out areas of national interest, several guidebooks were produced dealing with regional and local programmes for cultural heritage and how to point out areas of national interest for cultural heritage. The methods are still useful but the view of what cultural heritage is about has changed very much.

The National Heritage Board has produced a method to register information on buildings digitally. Guides have also been produced on how to evaluate buildings and with principles for good maintenance and care of buildings.

Published books containing good examples of methods for analysing and evaluating cultural areas are "Analysis of Cultural Areas as the Basis for Planning and Building", "Cultural Heritage - the Basis" and "Planning and Building in Historical Areas" published by The National Heritage Board and The National Board of Housing and Planning.

In the book, "The Pattern of Towns" there are methods describing how to use old maps and plans to analyse and value the structure of streets, blocks and sites in urban areas.

In a number of publications from municipalities, the whole as well as parts of towns and single buildings are analysed in an interesting manner: "The Order of Building" in Stockholm, "The City of Small Towns" in Gothenburg, "The Core of the Town" in Arboga and the deepening of the master plan for the City of Lund.

### **Actual approaches**

In short, problems and possibilities of current interest are as follows:

#### *The legislation:*

KML, the Act of Cultural Heritage and SBM, the Ordinance of Public Monuments, are both laws merely regulating the protection of monuments. This is a very small proportion of the buildings of historical value in our towns.

The total protection of all archaeological monuments sometimes causes problems in medieval towns.

In PBL, the Planning and Building Act, there are some very good and useful regulations, but they are not used very much because the PBL is mostly used in connection with the construction of new buildings or reconstruction of old buildings to modern standards.

There is a need for regulations concerning maintenance and careful changes of buildings and areas.

EIA, Environmental Impact Assessment, is not used in a satisfactory way in the planning process.

#### *Compensation/economy*

According to PBL owners of houses and property are allowed to be financially compensated if they incur high costs as a consequence of the regulations to protect a building or site and the prohibition to demolish buildings.

The economic resources intended for cultural heritage are however not sufficient.

*Personal resources and competence:*

The authorities dealing with planning and cultural heritage lack accurate competence and resources nationally, regionally and locally.

There is a shortage of efficient supervision in planning and building.

Taking care of the cultural or historical environment is not a priority task in local communities today.

*The basis of knowledge*

The analysis and valuations of the areas of national interest or other areas considered to be of cultural interest are not good enough to guide careful changes in planning or building.

The regional and local programmes of cultural heritage are often old and not suitable to guide planning or building.

The registrations of cultural heritage are difficult to find and seldom up-to-date.

*Possibilities*

Cultural heritage is more often looked upon as a basis for development.

New ways to protect cultural buildings are being discussed.

A new concept of regional development connected to the ESDP, European Spatial Development Perspective, has been proposed.

Authorities dealing with cultural heritage are supposed to be involved in that work nationally, regionally and locally.

The National Heritage Board is today working actively on a strategy to involve local politicians and officials dealing with planning and building in the maintenance of cultural heritage.

The National Board of Cultural Heritage is to work actively with the environmental objective A Good Urban Environment.

## ANNEX :1

### MEMBERS OF THE WORKING GROUP SUSTAINABLE HISTORICTOWNS 2000-02

#### **National Board of Antiquities of Finland:**

*Margaretha Ehrström*, leader of the working group, [Margaretha.Ehrstrom@nba.fi](mailto:Margaretha.Ehrstrom@nba.fi)  
*Marianne Lehtimäki*, co-ordinator of the working group, [Marianne.Lehtimaki@nba.fi](mailto:Marianne.Lehtimaki@nba.fi)

#### **National Forest and Nature Agency of Denmark:**

*Kurt Boye Jensen* (2000-2001 )  
*Eske Møller* (2002- )

#### **National Heritage Board of Estonia:**

*Hain Toss*

#### **Archaeological Statemuseum of Mecklenburg-Vorpommern, Germany:**

2002 - *Klaus Winands*

#### **The State Inspection for Heritage Protection of Latvia:**

*Juris Dambis*

#### **State Department of Cultural Heritage Protection of Lithuania:**

*Jurate Jureviciene*, Vilnius Gediminas Technical University

#### **Regional Centre for Studies & Preservation of Built Environment in Gdansk, Poland:**

*Artur Kostarczyk*

#### **Institution of the Preservation of Monuments of Architecture, Russian Federation:**

2001 *Irina A Markina*

#### **Directorate for Cultural Heritage of Norway:**

*Gisle Erlien*

#### **National Heritage Board of Sweden:**

*Kersti Berggren* (2000-01)

*Marja-Leena Pilvesmaa* (Sept 2001-Feb 2002)

*Ann-Mari Westerlind* (Feb 2002 - )

## ANNEX :2

# PROGRAMME AND PARTICIPANTS OF THE WORKSHOP IN TALLINN 2001

### **Organisers:**

The National Board of Antiquities of Finland and the National Heritage Board of Estonia, co-operating with the Sustainable Historic Towns group

### **Venue:**

National Heritage Board, Tallinn, Pikk-street 2

### **Participants:**

By invitation, governmental authorities, municipalities and experts

**5th of May 2001**

### **Cultural Heritage Co-operation in the Baltic Sea Region**

*Anneli Randla*, National Heritage Board, Estonia

*Maire Mattinen*, National Board of Antiquities, Finland

### **Target Programme of the Working-group Sustainable Historic Towns**

*Margaretha Ehrström*, National Board of Antiquities, Finland

*Hain Toss*, National Heritage Board, Estonia

### **Sustainable Historic Towns in the Baltic Sea States; a Survey Concerning Substance and Methods**

*Hans Jacob Roald*, senior adviser, Nordic World Heritage Office, Oslo

### **Evaluating Urban Identity - and Evaluating the Evaluation**

*Gisle Erlien*, Head of Section, Directorate for Cultural Heritage, Norway

### **Forssa - Defining Identity and Tolerance of Change**

*Jussi Hallasmaa*, town architect in Forssa, Finland and

*Margaretha Ehrström*

### **Kuussaare - Research Methods for Describing Identity**

*Lilian Hansar*, town architect in Kuussaare and Hain Toss

### **Maintenance and Restoration in Hjo**

*P. G. Ylander*, town architect and *Kersti Berggren*, National Heritage Board, Sweden

**6th of May 2001**

### **Ribe - Preservation of the Built Heritage in Europe's Historic Centres**

*Kurt Boye Jensen*, National Forest and Nature Agency, Denmark

### **Presentation of the themes and tasks of three working teams:**

- From Substance to Processes - Defining Case Studies, introducer architect *Hans Jacob Roald*
- Components of a Strategy, introducer professor *Christer Bengs*
- Developing a Strategy as a Project, introducer Interreg III B-advisor *Matti Lipsanen*

### **Identity as a Cultural Resource - Small Historic Towns Facing Development and Change**

Participantlist :

*Christer Bengs*, Dr., Professor, Nordic Research Centre NordRegio

*Kersti Berggren*, senior office, National Heritage Board of Sweden

*Margaretha Ehrström*, the leader of the working group, senior officer, National Board of Antiquities of Finland

*Gisle Erlien*, head of the section, Directorate for Cultural Heritage of Norway

*Jussi Hallasmaa*, town architect, Forssa, Finland

*Lilian Hansar*, town architect, Kuressaare, Estonia

*Kurt Boye Jensen*, senior officer, National Forest and Nature Agency, Denmark

*Marianne Lehtimäki*, architect, co-ordinator of the working-group, National Board of Antiquities of Finland

*Maire Mattinen*, the chief intendant, National Board of Antiquities of Finland, member Of the Monitoring group of the Baltic Sea States Heritage Co-operation on Cultural Heritage

*Anneli Randla*, director, National Heritage Board of Estonia

*Hans-Jacob Roald*, senior adviser in The Nordic World Heritage Office, author of the book *Sustainable Historic Cities?*

*Helle Solnask*, National Heritage Board of Estonia

*Hain Toss*, chief inspector on architectural monuments, National Heritage Board of Estonia

*Y. G. Ylander*, town architect, Hjo, Sweden

**Observers:**

*Harsha Munasinghe*, Dr., research fellow, Centre for Urban and Regional Studies, Finland

*Minna Perähuhta*, senior adviser, Ministry of Environment, Finland

## ANNEX :3

# PROGRAMME AND LECTURERS OF THE INTERNATIONAL CONFERENCE IN RIGA 2002

International Conference on Contemporary  
Architecture and Design in Historic Urban Areas

On occasion of the 5th anniversary of the Riga Historical Centre as a World Heritage Site and  
30th anniversary of the UNESCO Convention for the Protection of the World Cultural and  
Natural Heritage

**Organizers:**

"Sustainable Historic Towns" - working group of Baltic Sea Region, State Inspection for Heritage  
Protection of Latvia, Latvian National Commission for UNESCO, Council of Europe

**Venue:**

Latvian Society House, 13 Merkela street, Riga, Latvia

**Conference objectives:**

A better understanding of historic urban areas by opening a dialog between heritage  
professionals, planners, architects, designers and urban developers as well a private investors.  
To create a bridge between heritage and contemporary architecture by analysing recent  
preservation and development projects in historic urban areas.

**Target groups:**

- National, regional and local authorities in urban conservation and management,
- Professional associations,
- Architects and designers,
- Researchers and conservators,
- Planners and economists,
- Politicians,
- Investors.

**Programme:**

**5 December 2002**

The status of urban conservation, target group: professionals

**Opening of the Conference**

*Juris Dambis, Latvia and Margaretha Erhström, Finland*

**The market economy and local identity in the Baltic Sea Region**

*Ingrid Järnefelt, Sweden*

**The situation of built heritage: how to share and integrate goals and responsibilities?**

*Gediminas Rutkauskas, Lithuania*

**Conservation strategy and preconditions for contemporary architecture**

*Olli-Paavo Koponen, Finland*

## Possibilities of contemporary architecture and design in urban conservation areas

Chaired by *Juris Dambis*

- Is there place for contemporary architecture and design in town historical centres? *Juris Poga*, Latvia
- Contemporary design and architecture as pre-conditions of qualitative human living space. *Līga Bitane*, Latvia

**Parallel workshops on following topics, chaired by key speakers.**

- Integrated management for good urban planning and environment development; *Ingrid Järnefelt*, Sweden
- Strategy of heritage governance and maintenance; *Gediminas Rutkauskas*, Lithuania
- Sustainable development of town historical centres; *Olli-Paavo Koponen*, Finland

**Presentations of the workshops, chaired by *Juris Dambis*.**

Discussions on Architectural Consequences, Drafting the Resolution.

### 6 December 2002

Integrated urban conservation management and sustainable investments in historical areas, target group: professionals and partners

**Introducing new partnership, chaired by *Pekka Kärki*, Finland**

- Platforms for Heritage co-operation, *Marcin Gawlicki*, Poland
- Development through Conservation of the Cultural Heritage in the BSR, *Christer Gustaffson*, Sweden

**Panel discussion. Introduction to the theme "Town historical centres as live organisms"**

Chaired by *J.M.Ballester*, Council of Europe

- architect *Andrea Bruno*, Italy
- designer *Aigars Bikše*, Līga Bitane, Latvia
- urban conservator *Pekka Kärki*, Finland
- investor *Per-Harvard Lindquist*, Norway,
- *Sol Bukingold*, Latvia, citizens' aspect
- *Risto Suikkari* and *Elisa El-Haronyi*, Finland
- *Matild Rossler*, UNESCO

**"Vision 2002", Preservation and development of historical centre of Riga,**  
*Juris Dambis*

Documentary "Riga- WHL site"

Discussions, chaired by *J.Lejnieks*

Official ceremony of the 5th anniversary of the Riga Historical Centre as a World Heritage Site and 30th anniversary of the UNESCO Convention for the Protection of the World Cultural and Natural Heritage

Reception at the Column Hall of the Museum of History of Riga and Navigation

### 7 December 2002

Excursion

### **Guided tours in Riga World Heritage Site:**

- *Dr.Arch. J.Lejnieks* - Riga from Art Nouveau till Nowadays
- *Dr.Arch. A.Holcmanis* - Medieval Riga
- *Arch. P.Blums* - Wooden Riga

### **International Conference on Contemporary Architecture and Design In Historic Urban Areas Riga, 5-6 December 2002**

#### **Lecturers**

*J. M. Ballester* Director of Culture and Cultural and Natural Heritage of the Council of Europe, France

*Aigars Bikše*, Artist, Pro-dean of the Latvian Academy of Art, Board member of the Latvian Artists' Union, Latvia

*Līga Bitane*, Designer, Design company "Inspira", Latvia

*Andrea Bruno*, Professor of Architectural Restoration in Torino and Milano, Italy and at the University of Leuven, Belgium, the director of the "Centre d'Etudes pour la Conservation du Patrimoine Architectural et Urbain", Italy

*Juris Dambis*, Head of the State Inspection for Heritage Protection, Architect, Latvia

*Margaretha Ehrström*, Senior Officer, Department of Monuments and Sites, National Board of Antiquities, M.A., Finland

*Marcin Gawlicki*, Architect, Conservator of Historic Monuments Pomeranian Province, Poland

*Christer Gustafsson*, Manager of International Affairs, Regional Museum of Halland, Antiquarian, Sweden

*Elisa El-Harouny*, Researcher, Architect, University of Oulu, Department of Architecture, Finland

*Ingrid Järnefelt*, Director of Jönköping Science Centre, Architect, SAR, MSA, Sweden

*Olli-Paavo Koponen*, Senior Lecturer, Architect, Department of Architecture, Tampere University of Technology, Finland

*Pekka Kärki*, Head of Department of Monuments and Sites, National Board of Antiquities, M.A., Finland

*Janis Lejnieks*, Deputy Head of the State Inspection for Heritage Protection, Architect, Latvia

*Per-Harvard Lindquist*, Managing Director CEO, Norway

*Juris Poga*, Head of the Latvian Architect's Union, Latvia

*Methild Rössler*, World Heritage Centre, UNESCO, France

*Gediminas Rutkauskas*, Director of Vilnius Old Town Renewal Agency, VSAA, Lithuania

*Risto Suikkar*, Architect, Researcher, University of Oulu, Department of Architecture, Finland

*Janis Strazdiņš*, Head of the Saeima (Parliament of the Republic of Latvia) Commission for Culture, Education and Science, Latvia