



The Sustainable Historic Arsenals Regeneration Partnership (SHARP) was formed between the EU nations of England, Malta, Estonia and Spain to share lessons learned while seeking new futures for these culturally important but neglected former military sites.

As lead partner in the part EU-funded project, English Heritage reviewed the story of the rescue, conservation and re-use of the former Royal Arsenal, Woolwich – an example of the contribution that heritage can make to social, economic and cultural regeneration. This was followed by investigation of the challenges and opportunities presented by comparable sites in Malta, Spain and Estonia.

In Malta, the aim is to revitalise a succession of military sites adjoining the Grand Harbour; at Cadiz it is to bring back into public view the fortifications that repulsed Napoleon's army; while at Tallinn it is to help the citizens of the young Republic of Estonia to understand their complex past under Russian Imperial, Soviet and Nazi rule. Each of these projects is providing fascinating lessons and outcomes. This is the story of that process and its resulting recommendations.

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Regeneration through Heritage: Understanding the Development Potential of Historic European Arsenals



Regeneration through Heritage

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Regeneration through Heritage

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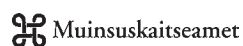
Understanding the Development Potential
of Historic European Arsenals



The Sustainable Historic Arsenal Regeneration Partnership (SHARP)

Edited by
Mark Stevenson
SHARP co-ordinator

With contributions by
John Anderson, Jonathan Borg, Alan Byrne, Martin Crookston, Mario Farrugia, Jonathan Gill,
David Almorza Gomar, Jose Maria Estaban Gonzalez, Tim Griggs, Alan Johnson,
Jannu Kuusik, Liisa Pakosta, Jaanus Reisner, Neil Sams, David Score, Malcolm Woods



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Foreword

Europe's military heritage is a key feature of the built environment that is often overlooked and undervalued. During past centuries of military conflict arsenal sites were developed at strategically important coastline locations in readiness to help support military ambitions or repel invasion often from our European neighbours. Thankfully we live in more peaceful times, but the legacies of these wonderfully crafted military complexes remain today for all of us to see and experience.

Led by English Heritage with the support of the London Development Agency, the Sustainable Historic Arsenal Regeneration Partnership (SHARP) project has been working closely with partners in Spain, Malta and Estonia to share experience and knowledge about the regeneration of these important sites. The Royal Arsenal at Woolwich, the Real Carenero Arsenal at Cadiz, the Cottonera in Malta and the Battery in Tallinn provide important lessons to help shape policy and approaches to development.

The clear message from this work is that while historic arsenals are a unique form of development, our approach to their regeneration should be guided by established best practice. A clear understanding of significance, a masterplan that sets out guiding principles and priorities, and development that reinforces rather than erodes a sense of identity and place are the essential components for the successful regeneration of historic sites. By reinforcing that message, SHARP helps to show how these important parts of our military heritage can be given a viable and sustainable future.

Sir Neil Cossons

Chairman, English Heritage (SHARP Lead Partner)



Couvre Porte, Birgu (*Citta Vittoriosa*), home to the Malta at War, Homefront Museum. © EH



The Battery at Tallinn today lies behind a high prison wall overlooking the Baltic Sea. © EKA

1 The Sustainable Historic Arsenal Regeneration Partnership (SHARP): An Introduction

In London, the pace of development is reflected by the receipt of some 100,000 planning applications a year. In 1997 the transfer of the nationally important 31-ha former military site of the Royal Arsenal at Woolwich from the Ministry of Defence presented a set of unique challenges and opportunities for Greenwich Borough Council, The London Development Agency and English Heritage.

Two years into the preparation of the Royal Arsenal for mixed-use redevelopment by the London Development Agency, English Heritage organised a seminar for those involved with the site. The seminar reviewed what had been achieved, the on-going within the complex programme and what still needed to be done. One aspect that emerged was the need to raise the profile of the site and that of the working practices that were developing in response to its specific needs and challenges.

The idea of a European project was eagerly supported by The London Development Agency, which joined forces with the lead developer at the Royal Arsenal, Berkeley Homes Ltd, to finance the efforts of the not-for-profit management company, 21st Century Era Ltd, to develop the funding application. The group was successful in having the project approved by the European funding managing authority at the first attempt.

The European Regional Development Fund (ERDF) finances a grant scheme called INTERREG that is aimed at developing interregional co-operation through balanced development. INTERREG IIIc is a strand within this fund which enables professionals, businesses and institutions to exchange ideas about the process with the aim of developing new solutions to social, environmental and economic issues.

SHARP, as a part-EDRF funded information exchange project, brought together four



View of the main range of buildings, Real Carenero, Cadiz, Andalusia. © UCA



Aerial view of the western historic end of the former Royal Arsenal, with Woolwich in the foreground.
© BHL

countries, England (English Heritage, lead partner, supported by the London Development Agency), Estonia (National Arts Academy, supported by the National Heritage Board), Malta (Fondazzjoni Wirt Artna – Malta Heritage Trust) and Spain (University of Cadiz) to consider the challenges faced by difficult heritage sites by looking at one specific site from each. SHARP has used former military arsenal sites as the common link. Each site is on a different scale and at a different stage of redevelopment. This diversity provided strength to the programme.

In Spain, the University of Cadiz is seeking ways to widen the appreciation of the abandoned site of the Real Carenero, and to protect and develop it as a cultural, educational



Real Carenero, Cadiz, Andalusia: waterside dereliction. © UCA

and environmental centre. National institutions in Estonia are aware of the need to develop the Battery, on the coast to the immediate north of Tallinn, but finding a balanced approach is difficult especially when considering its sensitive recent history. Developing a robust masterplan is an important current stage in appraising the site. In Malta, a section of the wartime air-raid shelter at the earlier Couvre Porte is being developed as a museum. This is an important first stage to bring jobs and tourism to a wide range of military heritage sites by partnering with public and private sectors and encouraging an area-wide heritage development framework. With half of the historic western core of the former Royal Arsenal already regenerated, the challenge at Woolwich is to ensure the integrity of the whole is maintained in a balanced and sustainable way as the site advances towards full redevelopment. The intention is to celebrate an historic legacy that shaped not only Woolwich but also an empire.

Meetings between the partners highlighted a number of common challenges such as physical barriers to site access, areas of unemployment and sites that would decay if there was no response to them. But each location makes specific demands, too. As a result, the project partners offer a series of lessons learnt towards a 'blueprint', an approach to dealing with important historic brownfield sites from which elements can be selected, with different emphasis placed upon them to match the specific needs of individual sites.

SHARP international group meetings have raised the profile of the project sites under consideration and drawn prospective local stakeholders into what will hopefully evolve into ongoing relationships with the partners. The partners have learned a great deal through sharing their experiences at specific sites. Equally importantly, SHARP demonstrates that across the continent, we can all benefit from a better appreciation of our local, regional and national heritages; their very diversity deepens our sense of what it means to be European.



SHARP projekti sissejuhatus

Londoni linna puhul avaldub surve kinnisvara arendamisele ligi sajas tuhandes planeeringu- taotluses igal aastal. 76 aakri suuruse ja rahvuslikult olulise endise sõjatehase Woolwichi Royal Arsenali üleandmine kaitseministeeriumi poolt Greenwich Borough Councili-, English Partnershi- ja English Heritage'i valdusesse andis neile unikaalse väljakutse ja ülesande.

Kaks aastat enne Woolwichi Royal Arsenali taasarendamise alustamist London Development Agency (English Partnerships'i kohalik organisatsioon) poolt, korraldas English Heritage seminari kõikidele asjast huvitatud pooltele.

Seminaril käsitleti seni saavutatut, pooleliolevaid programme ning seda, mis vajas veel tegemist. Ühe esilekerkinud aspektina arutati vajadust toimivate lahenduste leidmiseks, vastusena antud keskkonna spetsiifilistele nõudmistele ja väljakutsetele.

Idee rakendada antud projekti puhul Euroopa struktuurifondide toetust sündis koostööna London Development Agency ja Royal Arsenali arendaja Berkeley Homes Ltd vahel. Koostöös mittetulundusliku juhtimiskonsultatsiooni firmaga 21st Century Era Ltd esitati edukalt projekti taotlus Euroopa abirahade saamiseks.

Euroopa Regionaalarengu Fond (ERDF) rahastab INTERREG programmi kaudu projekte, mis on suunatud regioonidevahelisele koostööle läbi tasakaalustatud arengu. INTERREG IIIC on osa programmist, mis toetab asjatundjate, ettevõtete ja institutsioonide laiapõhjalist, uutele sotsiaalsetele, keskkonnasäästlikele ja majanduslikele ideedele tuginevat kogemustevahetust.

Läbi SHARP projekti on toodud kokku neljas riigis – Inglismaal (juhtpartner English Heritage, London Development Agency), Eestis (Eesti Kunstiakadeemia, Muinsuskaitseamet), Maltal (Malta Heritage Trust – Fondazzjoni Wirt Artna) ja Hispaanias (Cadizi Ülikool) asuvad organisatsioonid, et leida lahendusi keeruliste muinsusväärtuste taaskasutamisel.

Igast osalevast riigist on vaatluse all üks konkreetne objekt, mille ühiseks jooneks on endine militaarkasutus. Iga objekt on samas erinevas suuruses ja seisukorras, mis on pigem siiski projekti eeliseks.

Hispaanias üritatakse Cadizi Ülikooli eestvedamisel väärtustada mahajäetud endist militaarrajatist Real Caranero ning arendada sellest kultuuri- ja hariduskeskust. Eestis on erinevad institutsioonid tegelemas Tallinna põhjaküljel paikneva endise Patarei merekindluse problemaatikaga, mis on keerukas tulenevalt erinevatest ajaloolistest ja muudest aspektidest. Põhimõtetlike ideekavandite väljatöötamine oleks oluliseks sammuks Patarei edasisel arendamisel. Maltal on arendamisel kunagiste Couvre Gate 'i sõjaaegsete pommivarjendite ümberkujundamine muuseumiks. See oleks oluliseks sammuks, et koostöös erasektoriga luua turismiga seotud töökohti ajalooliselt väärtuslike militaarobjektide juurde ning ühtlasi edendaks kogu paikkonnas muinsuskaitsest koostööd. Woolwich 'i ajaloolise läänepoolse moodustava Royal Arsenal 'i uuesti kasutusele võtmise eesmärgiks on tervikliku keskkonna taastamine tasakaalustatud ja jätkusuutlikul viisil. Eesmärgiks on ka väärtustada ajaloolist pärandit, mille tähendus on kindlasti Woolwichist laiem.

Partnerite koostöös on leitud mitmeid ühiseid probleeme, näiteks objektide füüsiline eraldatus ülejäänud linnaruumist, tööpuudusega seonduvad aspektid ning kasutusest väljajäänud ehitiste lagunemine.

Samas esitab iga objekt ka väga erinevaid väljakutseid. Projekti tulemina luuakse partnerite kogemustele tuginedes ettepanekud, kuidas hallata ja majandada ajaloolisi objekte.

SHARP 'i rahvusvahelised koosolekud on suurendanud tähelepanu projektis osalevatele objektidele ning kaasanud kohalikke institutsioone koostööle.

Omavahelise koostöös on partnerid teineteise kogemustest palju õppinud. Samavõrd oluliselt näitab SHARP projekt, et tervel meie kontinendil on võimalik kasu saada, kui mõistame paremini kohalikku, regionaalset ja rahvuslikku muinsuskaitset, erinevuste mõistmine suurendab meie arusaamist Euroopalikest väärtustest.



SHARP introduzzjoni

Il-problema ta ppjanar f' Londra hija riflessa fil-100,000 applikazzjoni għall-iżvilupp kull sena. F'dan il-kuntest opportunità unika ipprezentat ruħha lil Kunsill ta Greenwich, l-aġenzija governattiva English Partnerships u English Heritage meta l-Arsenal Rjali ta Woolwich, art ta 76 akri spiccat vakanti wara li l-forzi militari ħarġu min dan is-sit storiku ta importanza nazzjonali.

Sentejn wara li beda ix-xogħol ta preparazzjoni għall-iżvilupp sostenibbli tal-Arsenal Rjali ta Woolwich mill-London Development Agency, gie organizzat seminar mill-English Heritage għal dawk kollha li għandhom sehem f'dan il-proġett kumpless. Matul dan is-seminar gie diskuss ix-xogħol li kien digà sar, x'qiegħed issir u x'għad irrid issir. Aspett sinjifikattiv li ħareġ ċar fis-seminar kienet l-importanza li jsir iktar magħruf is-sit u l-prattiċi tax-xogħol li jirriflettu il-ħtiġijiet u l-isfidi partikolari li joffri dan il-post.

L-idea ta proġett Ewropew giet milqugħa bi ħgarha speċjalment mill-London Development Agency u Berkeley Homes Ltd bhala l-iżviluppatur ewlieni tal-Arsenal. Flimkien mal-21st Century Era Ltd (kumpanija privata u non-profit li tispeċjalizza fl-immaniġġjar ta proġetti) gie propost il-proġett SHARP li gie aċċettat mal-ewwel tentattiv mill-Awtorità Ewropeja għall-Fondi.

Il-Fond Ewropew għall-Iżvilupp Reġjonali (ERDF) jiffinanzja programm ta fondi msejjah INTERREG b'l-għan li jippromwovi kooperazzjoni interreġjonali fil-qasam tal-iżvilupp sostenibbli. Interreg IIIC hija skema partikolari fi hdan dan il-programm li tippermetti professjonisti, is-settur privat u organizzazzjonijiet governattivi jaqsmu l-esperjenzi tagħhom biex jinstantu soluzzjonijiet godda fl-oqsma soċjali, ambjentali u ekonomiċi.

Permezz ta' SHARP organizzazzjonijiet minn erbgha pajjiżi, l-Ingilterra (English Heritage bħala lead partner u London Development Agency), l-Estonja (l-Akkademja Nazzjonali tal-Arti u l-Bord Nazzjonali għall-Wirt Storiku), Malta (Fondazzjoni Wirt Artna) u Spanja (l-Università ta' Kadiz - UCA) ingħaqdu biex flimkien jgħarfu l-isfidi u l-problemi li siti storiċi jgħolqu waqt ir-riabilitazzjoni tagħhom billi jikkunsidraw sit wiehed minn kull pajjiż. Il-fattur komuni bejn dawn is-siti huwa li kollha jiffurmaw parti minn arsenali marittimi. Il-fatt li dawn is-siti huma tant differenti fid-daqs u fil-karattru u qiegħdin fi stadji differenti ta' żvilupp kien ta' valur pożittiv għall-proġett.

Fi Spanja, l-Università ta' Kadiz qiegħda tistudja metodi varji biex tkattar fost in-nies tal-lokal l-apprezzament tal-Real Carenero u fl-istess hin tipproteġi u tiżviluppa dan is-sit f'centru kulturali, edukattiv u ambjentali. Aġenziji nazzjonali fl-Estonja huma konxji tal-bżonn li l-fortizza magħrufa bħala il-Batterija fit-tramuntana ta' Tallinn tiġi żviluppata. Dan hu diffiċli ferm minħabba l-istorja reċenti ta' dan is-sit u għalhekk qed jinhass il-bżonn ta' Masterplan biex dan is-sit ikun riabilitat b'mod effettiv. F'Malta ix-xelters ġewwa il-fortifikazzjoni ta' żmien il-Kavallieri magħrufa bħala Cuvre Porte, il-Birgu qed jiġu trasformati f'mużew iddedikat lejn sehem in-nies ċivili matul it-Tieni Gwerra Dinjija. Dan l-iżvilupp jiffirma parti mill-pjan ta' riabilitazzjoni tal-Kottonera permezz tal-valorizzazzjoni tal-ħafna siti storiċi u ta' natura militari li jhaddnu il-kosta tal-Port il-Kbir. Dan għandu jwassal fi tkattir tat-turiżmu, l-ekonomija u l-postijiet ta' xogħol f'din il-parti tal-gżira. Ħafna min dawn il-proġetti qiegħdin issiru bi sħubija bejn is-settur pubbliku, privat u non-governattiv. B'iktar minn nofs iż-żona storika fil-punent tal-Arsenal Rjali ta' Woolwich żviluppat wara snin ta' xogħol, l-isfida prinċipali hi kif l-integrità tas-sit ha tiġi garantita b'mod sostenibbli u bilanċjat waqt li s-sit qed ikun żviluppat f'żoni residenzjali, kummerċjali u divertiment. L-idea finali hi ix-xogħol ta' riġenerazzjoni ta' dan il-post ikun ta' tifikira mhux biss tal-istorja ta' Woolwich imma tal-Imperu Britanniku li sawwar in-nazzjon Inġliż modern.

Il-varji laqgħat bejn il-partners urew biċ-ċar il-problemi komuni bejn dawn is-siti fosthom nuqqas ta' aċċessibilità, żoni karatterizzati minn nuqqas ta' xogħol u żvilupp ekonomiku u siti storiċi li daqt jintilfu jekk mhux ha jiġu restawrati malajr.

Minn banda l-oħra kull sit hu differenti mill-oħrajn bi problemi u opportunitajiet uniċi. Rizultat ta' dan il-proġett hu li l-membri ta' dan il-proġett qiegħdin jipprezentaw blue print – pian li jikkunsidra l-iżvilupp ta' siti militari storiċi u abbandunati. Dan il-pjan hu magħmul minn elementi differenti li l-emfasi tagħhom tvarja skond is-sit.

In-numru ta' konferenzi internazzjonali li ġew organizzati minn SHARP għollew il-profil tas-siti li qiegħdin jiġu studjati f'dan il-proġett u nisl sinerġija u koperazzjoni bejn l-organizzazzjonijiet li jieħdu ħsieb is-siti, in-nies tal-lokal u organizzazzjonijiet oħra kemm privati kif ukoll pubbliċi li għandhom interess dirett fl-iżvilupp tal-madwar.

Il-partners tal-proġett jirrikonoxxu li tgħallmu ħafna mill-esperjenzi ta' xulxin. Fl-istess waqt, SHARP juri b'mod ċar li aħna ilkoll nistgħu nibbenefikaw minn apprezzament aħjar ta' din id-diversità ta' wirt kulturali nazzjonali u lokali minn naħa għall-oħra tal-kontinent; diversità li tagħmilna Ewropej.



SHARP Introducción

En Londres, el nivel de presión para el desarrollo se refleja en los 100,000 planes de aplicación que surgen al año. La cesión de 76 acres de un sitio de importancia militar nacional por parte del Ministerio de Defensa presentó un conjunto de oportunidades y desafíos para el Greenwich Borough Council, la agencia gubernamental, el English Heritage y y Asociaciones Inglesas.

A los dos años de la preparación de la reconstrucción para diferentes usos de Woolwich

por London Development Agency (el cuerpo regional de Sociedades Inglesas) y el English Heritage se organizó un seminario para todos aquellos involucrados. En él se repasó qué se había hecho, qué se estaba haciendo y lo que había por hacer. Uno de los aspectos que surgió fue la necesidad de esbozar un perfil del sitio y qué trabajos prácticos se estaban llevando a cabo en respuesta a las necesidades específicas del lugar.

La idea de un proyecto europeo fue apoyada con entusiasmo por LDA y el promotor inmobiliario Berkeley Homes con los esfuerzos de la compañía sin ánimo de lucro 21st Century Era Ltd. Al primer intento se consiguió.

Los fondos FEDER vienen a través de la iniciativa europea de cooperación interregional (INTERREG). Estos fondos permiten a profesionales, promotores e instituciones el intercambio de ideas y experiencias con el objeto de desarrollar nuevas soluciones en cuestiones sociales, ambientales y económicas.

SHARP aglutina 4 países: Inglaterra (EH, apoyado por LDA), Estonia (Nacional Arts Academy apoyada por Nacional Heritage Board), Malta (Fondazzjoni Wirt Artna) y España (UCA) para afrontar desafíos en cada sitio con características patrimoniales en difícil situación. SHARP ha utilizado antiguos arsenales como nexo de unión. Cada sitio tiene una magnitud diferente y una diferente fase de avance. Más que una desventaja, esto le dio al programa uno de sus puntos fuertes.

En la fase de concepto de visión para el Real Carenero, la UCA persigue la forma de ensanchar la apreciación por el sitio y protegerlo y desarrollarlo como un centro cultural, educacional y ambiental. En Estonia son conscientes de la necesidad del desarrollo de The Battery, en la costa norte de Tallin. Pero encontrar la forma adecuada es complicado y, por tanto, el desarrollo de un plan consistente es actualmente una fase importante para el sitio. Para Malta, el desarrollo de un museo de los tiempos de la guerra es una importante primera fase para atraer empleos y turismo con el acompañamiento de socios públicos y privados.

El intercambio de temas comunes entre los socios del proyecto se reflejará en los capítulos de esta publicación. Se repetirán a lo largo de estos una serie de puntos comunes de referencia como las barreras físicas, áreas de paro y sitios que se descompondrían si no se responde a ellos.

La conclusión para el análisis es el envío de un “anteproyecto” para los socios. Un acercamiento estructurado entre sitios históricos de antiguo uso industrial de los cuales se pueden seleccionar elementos y emplazarlos como las necesidades específicas de cada sitio.

Los socios han aprendido bastante de su experiencia al abordar sus sitios específicos y, unidos en el marco del SHARP, este enfoque europeo puede ser fructífero ya que el valor del patrimonio local, regional y nacional es una premisa central de lo que nos hace europeos.

2 Historical Background

The Royal Arsenal, Woolwich, England

The London Development Agency's regeneration of the Royal Arsenal in Woolwich has taken a 31-ha area of derelict industrial land and turned it into a successful, sustainable development. The Royal Arsenal was once the driving force of Woolwich's economy – at its height employing more than 80,000 people.

Working with key partners, we plan to build more than 3,700 new homes, create 46,000 square metres of new mixed commercial and leisure development space, together with two new museums to help celebrate the site's unique heritage.

The SHARP project has provided an opportunity to share with others our experience of regenerating the Royal Arsenal and to explore the processes involved in the successful redevelopment of historic brownfield sites.

This shared knowledge aims not only to benefit our European partners in the SHARP project, but also others working to give similar sites successful, sustainable futures.

Manny Lewis

Chief Executive, London Development Agency

The former Royal Arsenal in Woolwich (known as the 'Warren' until 1805) is an historic site of national significance. Woolwich town and the western parts of the Arsenal site lie on what was historically a spur of naturally dry land sandwiched between the former Greenwich and Plumstead marshes. This high ground beside the River Thames would have been advantageous for early settlement, defence and water-based commerce, and there is possible evidence for a major fortified proto-town at least as early as the Iron Age. It is clear from the



The Royal Arsenal, Woolwich in its wartime setting, 7 August 1944. The Royal Military Repository and the Royal Military Academy are off the map on the left. © EH (NMR: RAF photography)

Roman remains discovered in 1853 and during the current programme of archaeological excavations that there was Roman settlement here. The existence of the detached north portion of the town (North Woolwich, formerly also a detached portion of Kent) indicates that the present free ferry service across the Thames perpetuates a very long-standing tradition, probably dating from well before the first documented reference in the 14th century. Industry came early to the area and England's first kiln for salt-glazed stoneware, dating from the early 17th century, survives in the locality. It is for its military industrial complex, however, that the town is best known.

The area first came to



The 1701 plan of Prince Rupert Fort, which was constructed in 1667 as part of the short-lived defence of London against the Dutch, on the site of what was to become the Royal Arsenal, Woolwich. © NA

prominence in 1513 with the establishment of a royal dockyard on land to the east of the town. Roperies, gun-wharves and victualling facilities soon grew around this nucleus. The origins of the Arsenal itself lie in the Gun Yard, which was used for storing ordnance removed from laid-up ships. This was established in the later 16th century, slightly to the west of the present Arsenal site. A storehouse for saltpetre was also mentioned in 1662 and it is known that in 1651 gun proofing butts were set up in the grounds of Tower Place – a mansion house built in 1545 by the then Lord Mayor of London, Sir Martin Bowes. In 1668 guns, carriages and stores were moved from Deptford to Woolwich, and it was ordered that all new ordnance and carriages were to be laid down at Woolwich in the future. In the previous year a 60-gun battery had been established to the east of Tower Place, to protect the dockyard from the threat of Dutch raids. This very large, moated triangular earthwork fort was named after its builder, Prince Rupert. Although intended only as a temporary fortification, it was refurbished as a 40-gun battery in 1688 and remained visible on maps until the close of the 18th century; it was completely buried by the early 19th century.

In 1671 the site, which soon became known as the ‘Warren’, was purchased by the Crown and was rapidly developed as a centre for the maintenance and storage of cannon, gun carriages, shot and gunpowder. Further shooting butts and proofing ranges were added, but the early arsenal appears to have been a somewhat makeshift affair, its original Powder House apparently being the dovecote of Tower Place, while the Carriage Yard reused the buildings and courtyard of a former sugar factory. The mansion house itself was adapted for use by Ordnance officers. The site nevertheless remained an outpost for the main government ordnance store of the Royal Armouries located at the Tower of London. The only large-scale

industrial activity appears to have been the repair and construction of gun carriages, for which several large ranges of sheds were built between 1683 and 1698.

In 1694 the site’s status was much enhanced by the transfer to the site of the Royal Laboratories. This brought ammunition manufacture to the site for the first time and, despite its seemingly domestic scale, the purpose-built courtyard of buildings constituted one of the largest industrial workshops built in Britain up to that time. The



The westernmost building of a pair of Laboratory buildings from the early phase of development of the Royal Arsenal, Woolwich. © EH



Extract from a 19th-century map of part of the Royal Arsenal site showing the expansion of buildings associated with the Carriage Department, Woolwich. © NA

two central pavilions survive (Buildings 15 and 16) as the oldest extant structures on the site.

From this nucleus the Arsenal grew to accommodate the barracks of the first two regiments of artillery (1716) and a military academy (which later became the Royal Military Academy) in 1720. The importance of the site as the national centre for the research, development, testing and manufacture of armaments grew following the establishment of the Royal Brass Foundry (for the manufacture of cannon) in 1715–17. Other important developments in the first half of the 18th century included the construction of the Great Pile, New Carriage Square, the Officers' Quarters and the Royal Academy Building.

The site continued to develop in the second half of the 18th century and the gun-making facilities were substantially reorganised and enlarged by the Verbruggen brothers, who were appointed as master founders at the Royal Brass Foundry. A new East Laboratory and further storehouses were built, and the Carriage-Making Department was greatly enlarged.

In the early 19th century there was a major expansion at the Arsenal caused by the increased demands of the Napoleonic Wars. This precipitated enlargement of existing complexes, including the Royal Laboratories and the Royal Carriage Factory, and it also saw the construction of new facilities such as a canal, a 743m-long wharf, a new boundary wall and a vast range of storehouses known as the Grand Store. After this great investment and expansion the following 40 years was a period of stagnation and mass redundancies both at the Arsenal and throughout the military establishment.



This aerial view of the western historic area of the Royal Arsenal, Woolwich, shows the scale and number of major buildings that dominated the site and thereby provide much of its character. © BHL

Then came the logistical disaster of the Crimean War. As a result of the lack of reform, the apparatus of procurement and supply at the Arsenal was found to be inadequate. Once again, a vast programme of wartime investment was initiated at Woolwich, existing complexes such as New



Archaeologists monitor machine-stripping in the area of Dial Square, Royal Arsenal, Woolwich. © OA

Laboratory Square, Dial Arch Block, the Grand Store and the Royal Carriage Factory being refitted, modernised and mechanised. Previously open courtyards were infilled with single-storey, iron-framed workshops, similar in construction to the recently built Crystal Palace, and new modern complexes, such as the Shot and Shell Factory and the Paper Cartridge Factory for the mechanised production of ammunition, were rapidly constructed.

During the first phase of the industrial revolution (c 1750–1850), Woolwich Arsenal and the Royal Dockyards had grown to become the largest industrial enterprises in the world, both in terms of manpower and area. In contrast to the slump that followed the Napoleonic Wars, the decades following the Crimean War saw the Royal Arsenal continue to expand. As well as being a vast manufacturing complex the Arsenal was significant in this period as a place of research and development. The establishment was therefore well placed to initiate or develop the rapid technological changes taking place in metallurgy and ballistics following the Crimean War, a period during which the second phase of the industrial revolution was arguably spurred on, if not actually initiated, by military demands. As a result of Palmerston's rearmament campaign, the Arsenal was transferred to the War Department in 1855 and from this date the site grew as a 'leading-edge' munitions manufacturing centre at an accelerating pace. The post of Ordnance Chemist was revived, with Sir Frederick Abel being appointed to the post, and in 1858 Sir William Armstrong was brought to Woolwich to supervise the

manufacture and development of his wrought-iron rifled gun in the recently built Armstrong Gun Factory.

The second half of the 19th century is also notable for the establishment of local institutions such as the Royal Arsenal Co-operative Society and Dial Square Football Club, which later changed its name to Arsenal and in 1913 moved to north London.

By 1907 the vast, sprawling Royal Arsenal covered 520ha and stretched for 4.8km. It reached its peak in terms of production and employment during the First World War when it employed in excess of 80,000 workers, many of them women.

Following the Armistice the workforce was reduced to 10,000, and in an effort to reduce unemployment, the government attempted to find alternative contracts such as the construction of railway locomotives and the mass-production of milk churns. Important research and development work continued and



The area in front of the Brass Foundry showing the original cobbled road with inset tracks, Royal Arsenal, Woolwich. © OA



The former Carriage Department, one of the many major historic buildings on the Royal Arsenal, Woolwich, site. © BHL

from 1930 the Arsenal was put on to a rearmament footing. The Second World War had less effect on the Arsenal than the First as wisely it had been decided to disperse ammunition production and storage. Nevertheless, during the conflict the site still found employment for up to 40,000 people.

Civil production resumed once again after the war, this time making railway wagons and knitting machines. In 1950 the production of armaments resumed but the site was in decline and in 1954 40ha of the Arsenal were sold for use as a

trading estate. The final winding-down of the site commenced in 1964 and the ordnance factories were closed in 1967. Some 200ha of the less historic eastern part of the former Arsenal site were handed over to the Greater London Council for the construction of Thamesmead Town. Because of the military sensitivity of the site, many important buildings were demolished without assessment or recording during the late 1960s, 1970s and early 1980s.

The official presence of the Quality Assurance Directorates lingered in the western enclave of the Arsenal until 1994 and in 1997 the site was sold to English Partnerships for regeneration for the nominal sum of £1. The site retains 22 Listed (ie legally protected) Buildings of considerable merit, dating between 1696 and 1856, all of which lie within the Royal Arsenal Conservation Area.

The clearing of a range of buildings from the site by the Ministry of Defence Estates in the years leading up to its transfer to English Partnerships, meant that the boundary of the new Conservation Area cut across the historic site. The result has been that the site has been subject to two different planning requirements.

In the early 1990s English Heritage undertook a rapid survey of the surviving buildings, street furniture, cobbled roads and tracks as Greenwich Borough Council were keen to see the site conserve a strong heritage core.

It was recognised that Woolwich had slumped after the rundown and eventual closure of the Arsenal, resulting in an unemployment rate of around 17 per cent. Industry and housing had to be developed to begin the process of regeneration.

To deal with such a massive site required not only the efforts of more than one body but also the willing assistance of the Defence Estates organisation of the Ministry of Defence to provide funds to start the process.



The Royal Arsenal, Woolwich, during its heyday: the interior of one of the many buildings that made up the Carriage Department. © BHL

The Battery, Tallinn, Estonia

It is a revitalising experience after years of occupation, torture and injustice to see a symbol of everything that will be reborn through our own hands, with a totally new content. That is a future for the Estonian Battery, a Tsarist-Russian military memorial, which during Soviet Union occupation times was a prison with very little hope in all its horizons.

But times change. One day we will see, as we see in London and in Malta, that similar buildings can be very successfully changed into beautiful miracles. The people who do this do so because they are free to do it, and because they want to do it. It is no longer a military inevitability that gives the orders. The free, prosperous, beautiful and very promising side of human nature is suddenly through this reuse brightly exposed over centuries, over borders, over fears of tomorrow and just with the help of those originally very majestic buildings. The whole process of sustainably reusing vast former military facilities is joining national heritage with European heritage, national pride and the necessity of border protection with European pride and welcoming open borders. We can see, feel and touch the opened gates and doors of former arsenals and fortresses and we have all supported each other in these openings. The national heritage of Estonia has gained new horizons from it, and that is a first great victory that our Battery has seen throughout history.

Liisa Pakosta

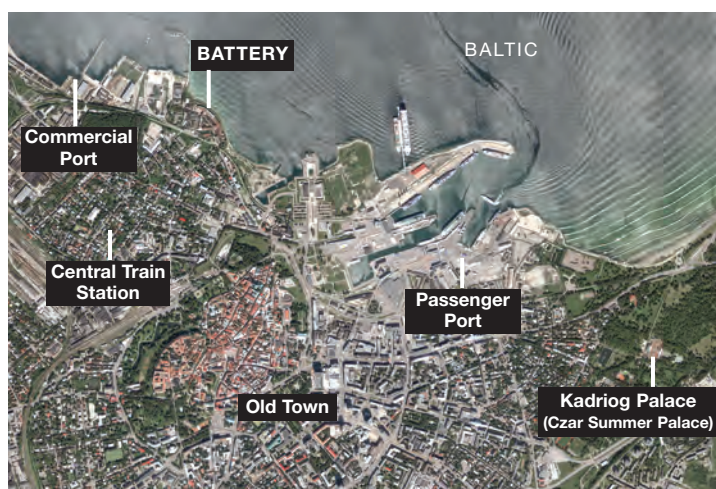
PhD student, Estonian Arts Academy, Cultural Heritage and Conservation Department

Dr Anneli Randla

Scientific Director, Estonian National Heritage Board

The Battery was built in 1827 by order of Nicholas I, Emperor of Russia, to the west of the military port of Tallinn, which had been previously constructed during the reign of Peter the Great. The Battery was to form part of a wider Baltic coastal defence system that included Kronstadt and Sveaborg to protect the approaches to St Petersburg. Now a Listed Building and a nationally important historic site, locally the Battery provided additional defences to the military port of Tallinn.

Tallinn is now the capital of Estonia and its Old Town, complete with many of its medieval buildings and defensive walls, is a UNESCO World Heritage Site. Back in 1827 when the Battery was built, Tallinn had been a constituent of the Russian Empire for 106 years as it had been part of the Swedish Kingdom which had capitulated following the Russian, Polish and Swedish Livonian War in 1561. The effect of the war was to see the



The Battery, Tallinn, in its wider setting. © EKA

population of Tallinn fall by 80 per cent as a result of hunger and disease. The independent town council remained until 1889 when it was fully replaced by the Russian system of government.

The chosen location for this Battery, a 10-minute walk from the port, was a residential and fishing district called Kalamaja (Fishhouse). Today, the district consists of traditional timber

buildings and green yards from the 19th and early 20th centuries. The Battery was to replace the old Western Battery as the main coastal defence.

In the first year of construction, the workforce consisted of 830 soldiers with building skills, 1,000 unskilled labourer soldiers and 138 stonemasons who worked the locally quarried limestone, all under the control of 20 non-commissioned officers. The historian, Aleksandr Pantelejev suggests that the military engineer, A I Feldmann, who was in charge of the construction of the fortifications of Tallinn in 1823–31, was its architect (he is also known to have designed the fort at Kronstadt).

In plan the Battery resembled a sextant consisting of a 247m-long curving three-storey range with two 124m-long radial wings. The mortar battery shielded the radial wings with earth mounds beyond.

There were 24 casemates for each of the three floors, each containing two cannon. In addition, the rounded ends to the building provided space for three additional but smaller casemates. The Battery was therefore capable of a determined defence against naval attack with its 162 cannon.

Each of the main casemates was linked by arched doorways to the service passage at the rear. The vault thickness ranged from 0.8m to 1.4m, with the exterior walls being 1.8m thick. Above, the stone floor, which was covered in planking and on which the cannon mounted on carriages were positioned, would have been angled towards the open sea. Square-sectioned channels were built into the walls and ceiling of each casemate. This design feature was included so that should the casemate receive a direct hit, demolishing all or part of the exterior wall, timber shuttering could be wedged into the ceiling from the floor and from wall to wall to construct a temporary defence so the casemate could continue to function.



The Battery at Tallinn: an interior façade. © EKA



Casemate-linking corridor at the Battery, Tallinn. © EH



An oil painting, c 1890, of the port at Tallinn showing a casemate to left and the Battery to the right. © EKA

The whole building design emphasised functionality and therefore the façade facing the sea was not decorated, consisting instead of simply formed embrasures. The landward side presented the only part of the building with any form of embellishment. The inner façade was in a neoclassical style with decoration around the main staircase.

Behind the arc of the main building were two attached buildings that came together to form a v-shape plan, creating an inner yard where a well was sunk between 1842 and 1847. The design provided space for stores, offices and officers' rooms. However, during building



Two of the commemorative plaques at the entrance of the Battery, Tallinn. © M M Stevenson

Left:

To commemorate the 878 Jewish men who were deported May, 15th 1944 from France and murdered in Kaunas and Praviéniskėses (Lithuania) and in Tallinn.

We are your sons
And your daughters.
Your brothers and your sisters.
Your wives and your grandchildren.
We are part of you.
You will always be in our hearts
And in our memories.
You will always be with us.

Families and friends of men deported with convoy nr.73

Right:

To commemorate the victims on racism and Nazism.

In the cellar of the Battery prison
September 1941
207 Jewish men – citizens of the
Estonian Republic, were murdered.

the plan was changed as it was considered necessary to improve the landward defences. In 1838–9 a single-storey arched stone mortar battery was erected by one of these rear wings. The building contained six casemates, each of which could be reached through individual gates from the Battery. The ordnance was stored in the central area of the building to minimise damage from a direct hit.

In 1854 this additional building was reinforced by the

provision of a defence platform on its roof. Also at this time the earthworks were added to by the creation of an earthen battery adjacent to the other rear wing.

The soldiers posted to the Battery lived with their cannon. The casemates provided space for bunk beds along with equipment to maintain and fire the weapon. In winter the temperature drops to minus 20°C and therefore a heating system was built into the design. The tall cast-iron cylinder reaching from floor to vaulted ceiling was fuelled from the passageway. The hot chamber would then heat the casemate without any danger of a flame or spark causing the ordnance to explode. (Incidentally, it is now difficult to establish how ordnance was transported around the building.) There were between 26 and 38 soldiers living within each casemate and therefore it was not long before humidity began to cause not only discomfort to the men but also to corrode the cannon and indeed the fabric of the Battery.

The significance of the site altered dramatically in 1858, just three years after the completion of these changes, when Russia no longer needed Tallinn to provide for its defence. The site was rapidly emptied of cannon and materials and turned into a commercial warehouse and flats, and four years later an Orthodox church was created on the third floor.

It was not long before the naval fort of Tallinn was also demilitarised. From 1864, there followed a period of steady decline in the prosperity of the port, as it was effectively bypassed. It was the coming of the railway from St Petersburg (Tosno) to the West in 1869 that brought about the industrialisation of Tallinn and the expansion of the medieval town towards the Battery.

In 1881 the Battery's function had reverted to full military use but this time to provide accommodation for 2,134 soldiers with space for prisoners and a military hospital. By 1892, after work had been carried out on the third floor, accommodation had been created for a further 640 soldiers. With such a large population, a bakery was set up in 1898–9 to the east of the barrack buildings.

Different units were stationed at the Battery at different times with the Onega and Dvinsk regiments living there during the First World War. The stationing of troops near the town as well as the port was clearly an important consideration. Following the Russian Revolution, Estonia declared independence on 24 February 1918. Alas, independence only lasted one day before Germany occupied the country.

Following the Estonian War of Independence in 1920, the Battery became first a detention centre and then five months later, in October, the Central Prison of Tallinn. The final building phase to the history of the Battery was between 1934 and 1935 when quarters for a communication corps were built between the lunettes.

In 1940 Russia took over Estonia, only for control to be assumed once more by the invading Germans, which led to the Russian bombing of Tallinn in 1941. The Battery had made a grim enough prison but now entered an



An operating theatre at the Battery, Tallinn, that remained in use until 2005. © EKA



The inner yard of the Battery, Tallinn. When in use the exercise pens would have been filled with loud Russian military music to make it impossible for the prisoners to talk to one another. © EKA

even darker period of its history. Within the cells in September 1941 the Germans murdered 207 Estonian Jews. The iron heating chambers were filled with concrete to prevent possible escape attempts, thereby rendering the casemate/cells without proper heating. In the winter it was necessary for the embrasures to be blocked with mattresses. Concentration camps were specially built across many of the German-occupied countries but existing prisons such as the Battery were also used as part of this final solution. In 1944 some 878 Jewish men were deported from France and died either in Praviéniskéses in Lithuania or at the Battery.

Estonians had no wish to see Russia retake their country and so some 40,000 Estonians joined the German army with a further 80,000 fleeing the country. Following the Second World War and the partition of Europe, Russia regained control of Estonia and during the first four years of Stalinist rule 60,000 Estonians were either killed or

deported. Under Soviet control of Estonia, sand and lime-rendered brick buildings and various extensions were added to the complex, including the high prison wall and watchtowers in evidence today that enclose some 18,000 square metres.

The prison moved to new purpose-built facilities at Tartu in December 2002 while the prison hospital finally moved in the autumn of 2005.

In the run-up to the Battery being vacated, a series of feasibility studies assessed the possibility that the Estonian Arts Academy might move to part of the complex. Many of the more recent buildings would be removed and plans were made for the viable and sustainable use of the existing historic structures. However, the winter of 2005 was the first time that the site had been totally empty and without any form of heating during the severe Estonian winter. During this period it was concluded that it would not be viable for the Academy to relocate here. However, the National Heritage Board has now decided that the Battery will be maintained as a heritage site and therefore the long process begins to identify the mix of visitor experiences that can be demonstrated to be the proper use of this nationally important historic and nationally important memorial complex.

The Grand Harbour, Malta

Despite its small size, the island of Malta has a big history. In many ways, this history was shaped by its unique Grand Harbour, one of the most coveted safe mooring places in the world.

Helped by the strategic location of the island at the crossroads of the Mediterranean, this harbour has made long-term habitation possible on what is otherwise an arid group of rocky islands. For centuries, most human activity in Malta was nestled around the various deep fjord-like creeks forming the safe haven for shipping. Prized as the main asset of the island, the harbour was heavily fortified by a succession of rulers to make it impregnable against foreign attack. Throughout time, the harbour was the centre of much activity ranging from honest maritime trading, naval-related work, shipbuilding and repair to illicit buccaneering and smuggling. All in all, these activities have shaped the environment of Malta's harbour. Strong fortifications protected its entrance and rear, densely built fortified towns provided comfort to its population, quayside storehouses, workshops and factories provided work for its people and a massive naval arsenal kept in shape and restocked entire naval fleets based at the island.

Yet, important geopolitical changes coupled with great technological advances made in the shipping industry during the last half-century have made all this redundant. Hardly had the dust of the Second World War settled, than the death knell for Malta's arsenal and for most of its naval installations was sounded. In less than 30 years all naval activity ceased in Malta with the departure of the British Royal Navy in 1979. Much of the ancillary activity was also lost because of the inability to successfully convert the excellent ship repair facilities left behind to more peaceful uses. Lack of job opportunities brought about the decline of the once densely populated surrounding towns, with disastrous effects on their built fabric. During the ensuing decades, this slow decline has posed huge challenges to entire generations of politicians, decision-makers and planners.

But fortunately all is not lost. A combination of important factors, not least a change in public mentality, has led to a reappraisal of the potential of the Grand Harbour and its historic Arsenal. Today, Malta's glorious Harbour is beginning to teem with life as it has done for centuries past. Through various initiatives taken between government, public companies and the voluntary sector the entire Harbour region is being reclaimed to life. In their own small way, Fondazzjoni Wirt Artna (FWA) – the Malta Heritage Trust assisted by the Malta Tourism Authority – are actively involved in this new movement for change. Through their restoration and opening-up to the public of a whole string of long-forsaken historic sites FWA are contributing towards the material rehabilitation of the region. As a result, sites like the old Saluting Battery on the lofty ramparts of Valletta and overlooking the entrance of the Harbour roar again as in the past, not to salute warships as of old but instead to greet visiting cruise ships packed with holidaymakers all eager to land on the quays and the former arsenal areas of the Grand Harbour to savour the attractions and experiences that they can offer.

With their participation in the INTERREG IIIc SHARP project, FWA have been able to share their experience in a field that is common to all partners. Learning from the successes and shortcomings of the other partners, FWA have been able to modify their own recipe for helping out in the successful and long-term rehabilitation of the Malta Arsenal. Thanks to such initiatives, the future of the Grand Harbour and its Arsenal is starting to look secure.

Mario Farrugia

Chairman and CEO, Fondazzjoni Wirt Artna – Malta Heritage Trust



The Grand Harbour, Malta, from the air. A) Couvre Porte: Malta at War Museum and wartime shelters; B) No. 1 Dock; C) Grand Harbour marina; D) Pinto Wharf waterfront. © MAS Communications (Malta)

The Grand Harbour has a long history. Probably a port since antiquity, it began to develop into a proper harbour during the Middle Ages. Birgu (a corruption of the Italian word *borgo*, meaning 'suburb') was, until the coming of the Knights of St John in 1530, the only wharf-side settlement on the island. This town flourished, thanks mainly to the protection offered by the *Castrum Maris* (today's Fort St Angelo), at the tip of the peninsula, commanding the whole harbour. This was a cosmopolitan area with merchants from all over the Mediterranean participating in the very lucrative local cotton industry, which exported its products to all other Mediterranean countries. This activity flourished until the mid-19th century.

The Knights quickly transformed the harbour. They settled in Birgu together with their

retinue, so as to be able to administer their fleet efficiently. They repaired and upgraded the defences of the castle and built fortified walls to defend the expanding populations of Birgu and Isla, a settlement on the adjacent peninsula. Local people migrated to these towns from the hinterland in search of work. The harbour area became a hub of activity as the Order constructed palaces, churches, hospitals, the arsenal and other structures as well as maintaining its naval role.

Commerce increased as a result of the increased protection offered by the Knights' defences and navy. The European dimension and the



A drawing of Valletta by Jan Janson c 1650, called *Valetta civitas nova Maltae olim Milliate*. The Saluting Battery, although different from today's, can already be identified with artillery pieces in place, at the lower tier of the top extreme-left bastion. © FWA



The British Fleet in harbour. The size and excellence of the Maltese harbours allowed them to accommodate the whole fleet, with all the amenities and defence required to service and protect such a military asset. © FWA

aristocratic bearing of the Knights gave the harbour area an aura of extreme sophistication, especially in the building of the new capital, Valletta, after the epic siege of 1565.

The ‘Three Cities’ of Birgu, Isla and Bormla (known also as Vittoriosa, Senglea and Cospicua) began to be also known as the ‘Cottonera’ as they were enclosed within a 7km-long bastion trace, the ‘Cottonera Lines’, built by Grand Master Nicholas Cottoner in the 17th century. By the end of the Knights’ rule in 1798, all the harbour towns, including the suburb of Floriana, were fully enclosed within huge fortified walls.

After a two-year occupation by France during Napoleon’s rule, Malta passed to Britain in 1800 and remained under British control until gaining independence in 1964. During this period Britain developed the Grand Harbour into an industrial, commercial and defence centre geared to the needs of the British forces in the Mediterranean. Britain invested heavily in the Harbour’s infrastructure to develop and expand its maritime interests. The dockyard became the most important industry on the island, employing thousands of local people.

The British period meant revival for the whole Harbour area, including the Cottonera, increasing its prosperity and population. In more than 150 years of colonial rule, Malta in general and the Harbour area in particular experienced several social, political and economic upheavals, all associated with changes in colonial administration policy and expenditure.



A tourist trap across the harbour: the Saturday market in Merchant Street, Valletta, Malta. © EH

The Second World War was a turning-point in the Harbour’s history. It meant the beginning of the end of the British Empire and the massive spending for the military in its colonies, including Malta. But perhaps as significantly, the layout and architecture of the historic urban fabric changed drastically as hundreds of structures were flattened during this second siege that lasted for three years. The Cottonera and the Harbour area were characterised by mass exodus in the post-war period as people left these urban centres for the central villages, seeking new and more modern homes. The increasing unemployment resulting from the rundown of the British military establishment was a potential death blow to the economy of the island. This change also

contributed to migration from these areas and even Valletta became characterised by unemployment, sub-standard housing and social problems.

In recent years, the tide has turned as new investment transforms the formerly declining historic settlements into highly sought-after locations for living, business and leisure. Government policies for planning and tourism, investment in the urban fabric by the private sector and work conducted by non-governmental organisations such as FWA are proving fruitful; the area is on the threshold of another cultural and economic revival.

THE HISTORICAL SITES

The Saluting Battery at the Upper Barracca Gardens

The Knights' Period (1530–1798) A saluting battery for ceremonial purposes has probably been in operation from the lower tier of the Upper Barracca Gardens at St Peter's and St Paul's bastions since the arrival of the Knights of St John in Valletta in 1571. This Battery also had a defensive role thanks to its strategic position at the heart of the Grand Harbour overlooking the Corradino Heights, allowing excellent inner-harbour defence against any forced entry into the Harbour by enemy vessels. For this reason, the Battery comprised state-of-the-art bronze cannon of large calibre, not outdated armament, as was the custom during the later British period. Saluting charges announced important happenings such as the election of a new Grand Master or a new Pope, or simply marked important public dates and occasions such as the feast of the Patron Saint of the Order, St John.



The Saluting Battery, Malta, with a full gun crew ready for firing, c. 1880. © FWA



The Saluting Battery, Malta, as it is today, restored and in full use, manned by volunteers in period uniforms. © FWA



The Cuvre Porte, Birgu (*Citta Vittoriosa*), Malta. During the Second World War shelters were dug beneath it to protect local people from near-constant German air-raids. © FWA

During this period, from the nearby Torre Maggiore at St James Cavalier, a cannon was fired to mark *La Diana* (the start of day at sunrise), *Mezzo Giorno* (the passage of midday) and the *Ave Maria* (the end of day at sunset). This system regulated the pace of time for the garrison and also provided a convenient public service because most citizens would have had no other form of time-keeping.

The British Period (1800–1964) The British continued this practice until 1960, when the Battery ceased to function for saluting purposes. During their tenure the Battery fired its guns to welcome or bid farewell to dignitaries and warships and to mark special public days such as the birth of members of the royal family or the date of the monarch's accession to the throne. News of a victory in war or anniversaries of important victories were also commemorated in this fashion. In addition, the firing of time guns set the tempo by which the pace of working life throughout the garrison was regulated.

The guns at the Battery were changed several times during the British period. The last gun change took place in the 1930s. During the Second World War the Saluting Battery was converted into an anti-aircraft gun emplacement. Given the exposed position of its armament, the Battery received several direct hits, causing much collateral damage to the gardens above. After the end of the conflict the Saluting Battery was restored with a complement of four 25-pounder QF field guns. These guns are still operated today for saluting purposes by the Armed Forces of Malta, though since 1960, the firing of salutes has been from Abercrombie Bastion in Fort St Elmo at the tip of Valletta. In due course, the gun platform was surrendered to the civil government, completing dedication of the Battery to use as a public garden, a process that had started in the 1920s.

Description The Saluting Battery consists of an artillery platform with a row of rooms to its rear. The guns were positioned to fire over a low parapet. The rooms were used as gunpowder stores, side-arm store and gun-crew shelter. The original entrance to the Battery was through a gate from *Strada Saluto* – Battery Street. Between the current gate and this original entrance there stood the Keeper's Quarters (now demolished). The location is very spacious and enjoys excellent views of the Grand Harbour and the Three Cities, making it ideal as a corporate events venue.

FWA are currently engaged in the restoration of the Battery to its original use. This is being done with the full support of the Malta Tourism Authority and is assisted by the Environment Landscaping Consortium and the Valletta Rehabilitation Project.

The Malta at War Museum and the Second World War underground shelters

The open space inside the fortified feature known as the 'Couvre Porte', which originally formed the main entrance into Vittoriosa, is lined with a number of chambers which, at the start of the Second World War, housed the Police Station, the office of Air Raid Precautions (ARP) and the district Medical and Health Department.

Early in 1940, just before the outbreak of the Second World War in Malta, work started on the air-raid shelter at Couvre Porte. This was intended to provide underground office space from where the aforementioned departments could deliver their public services to the population of the Cottonera in safety. The shelter consisted of a row of rock-hewn chambers along the fortification's ditch, each serving as an office. Living accommodation for government officials and their families lay behind this administrative complex. The Medical and Health Department also operated an infirmary and in 1942 a birth room was added to these medical facilities.

Access into the shelter complex was through the Police Station, although most of the offices had access points into the ditch. The ditch was home to a veritable village of ramshackle abodes where many of the blitzed people took shelter. A flight of stairs was carved out of the rock underneath the Police Station, leading into the massive underground complex. A heavy concrete hood protected these stairs so that this access would not get buried under tons of debris should enemy bombing hit the superstructure. The entrance was also fitted with a gas lock to seal off the shelter from noxious gases in case of a gas attack, an eventuality that never materialised.

All the access points at the ditch level were fitted with such gas locks and mantlets but none survives in its entirety. These entrances were protected further by blast walls intended to absorb the impact of blast from bombs exploding locally.



A room in the Birgu, Malta, refurbished with wartime artefacts as a shelter warden's cubicle. Based on archival research, this interpretation helps the visitor interact with the place. Historical sites need to be dynamic attractions if they are to compete with other tourist ventures. © FWA

As the war continued, new chambers were dug out to enlarge the shelter. This was an incremental process, as can be seen from the labyrinth of rock-hewn chambers linked together by a myriad of winding corridors that stems from what was originally a cohesive plan. This testifies to the increasing urgency for more protected spaces as the war intensified. Entire families, including women and children, are known to have participated in these excavations, all taking their turn to cut rock, shift the debris and smooth the surfaces. The Couvre Porte shelter consists of more than 1.5km of such hewn-out spaces.

Most of the shelters had poor ventilation and lack of sanitary facilities. Privacy was virtually non-existent, families living in cubicles and screening themselves with makeshift doors and curtains. Occupants covered every bit of the available floor space with the lucky ones living on bunk beds while others occupied the cold, barren floor. This particular shelter could house up to 500 people.

The shelter was partially lit by electric bulbs although the electricity supply usually



The Homefront
Museum, Couvre
Porte, Birgu, Malta.
© FWA

failed during a bombing raid. Other means of illumination were resorted to: the main aisles of the shelter were provided with lighting niches consisting of hewn spaces in the rock walls. First these accommodated candles, but as these became rare in beleaguered Malta, small bowl-shaped depressions were hollowed into the sills of the niches. The holes were filled with water and topped with a film of olive oil. A small wick set in cork was set afloat on the surface. The oil acted as fuel and was absorbed by the wick, allowing the latter to remain lit for a long time.

Life inside an air-raid shelter was safe but far from comfortable. Situated deep in the rock, these spaces were cold and humid throughout the year. During the rainy season this situation worsened due to the percolation of rainwater through the porous rock. Shelter wardens supervised individual shelters. Nevertheless, the diseases normally associated with lack of personal hygiene and overcrowding were rife in these places: scabies, dysentery and tuberculosis, as much as malnutrition, stress and lack of sleep, were daily hazards for the blitzed people.

Today FWA have made an agreement with the Vittoriosa Local Council and the Malta Tourism Authority to restore and rehabilitate the shelter into a major cultural attraction. Although work is still going on, this site is now open daily to the public. Wartime artefacts are exhibited, the underground spaces are fully interpreted, and guided tours are held regularly together with the screening of a 30-minute period documentary, 'Malta GC'.

A management plan has been compiled for this site, specifying what needs to be done in the immediate future as well as considering the medium and long terms. The upper rooms will be transformed into a museum dedicated to the 'Home Front', where the personal experiences of the people will be portrayed. A guidebook is in preparation to help visitors better appreciate the complex and the times it represents.

FWA consider that the Second World War is an important episode in Malta's social history and that the historic fabric associated with that time needs to be protected and preserved. The many wartime shelters dug all over the island, though modest, familiar and commonplace, are highly important features of Malta's heritage and FWA are committed to fostering public appreciation of them.

The Real Carenero Arsenal, Cadiz, Andalusia

The participation of the University of Cadiz in the SHARP project, with the contributions of the research group RELAB (Andalusian Research Planning, FQM-311), has had a high impact in our society. The project at the Real Carenero Arsenal involves all the administrations with political responsibilities in the zone. Promoted by the Town Hall of San Fernando, in collaboration with the Town Hall of Puerto Real, the Provincial Government of Cadiz and the Regional Government of Andalusia (Cultural Administration) it became a unified project presented for the first time during the last SHARP meeting held in Cadiz in April 2006.

The University of Cadiz, which is highly involved in Cadiz society, is working jointly with every administration of the different areas and, in a special way, when the contribution is included in a common project. RELAB has also been working closely with its partners in the United Kingdom, Estonia and Malta, sharing experiences and exchanging knowledge and ideas, so that these different points of view can be adapted and applied.

From now on, the history of the Real Carnero Arsenal will be written with a reference to the contribution of the SHARP project, as will those of The Royal Arsenal at Woolwich, the Battery in Tallinn and the Cottonera in Malta. It is a pleasure for me, in the name of the University of Cadiz, to have contributed to the realisation of this project

Diego Sales Marquez
Rector, University of Cadiz

On an 8km-long peninsula on the south-western coast of Spain lies the ancient city of Cadiz, connected to the mainland at Isla de Leon by a causeway through an extensive salt marsh, the Bahia de Cadiz. The marsh is maintained by mud and silt washed into the sea by the Guadalete and the Rio Santi Petri rivers. The area was afforded protection in 1998 under the Protected Zone for Birds Act passed by the Spanish government following pressure from the Commission of Works, Environment and Transport for an amendment to be passed by the Spanish Senate. This natural environment enabled effective defences to be created to protect the city and its sea-borne trade from attack. In addition to the small bay on the north side of



Cadiz and the Real Carenero from the air.
© Google Earth™

the city, the marsh creates a natural basin for safe anchorage when approached from the north. The outer bay stretches from the promontory and town of Rota to the mouth of the River Guadalete, with the inner bay protected by forts at Matagorda and Puntales.

The Santi Petri Canal, which linked the inner bay through the marsh with the open sea to the south, also served to reinforce the natural protective water barrier. The causeway was carried at this point on a bridge. On the city and San Fernando side the bridge was defended by a small fort with a range of buildings on the opposite side that consisted of stores and workshops. From this position forward batteries were supplied with munitions that were brought along tracks through the marsh. Stout walls were constructed along some of these tracks to protect the runners.

THE SUAZO BRIDGE

The Suazo Bridge derives its name from that of the adjacent fort to the west on the island of present-day San Fernando. The bridge was built in stone with five spans and was large and solid. Boats of a displacement of 50 tonnes could pass through the central arch. Roman plinth stones have been identified, indicating its origins in antiquity when Cadiz was a Roman town. Major repairs and embellishment occurred up to the 14th century. It did not assume its military role, however, until the late 18th century.

In 1596 an Anglo-Dutch square assaulted, sacked and destroyed the Isla de Leon and part of this strategic bridge. This action required the bridge to be defended by a fort. Such consideration gave rise to the production of cartographic surveys (Spanish, French and English) that provide us with important historic records charting the changing needs of the defence of Cadiz and the consequent alterations to the bridge.

During the 18th and 19th centuries many reworkings, repairs and additions took place.



Historic view of the Suazo Bridge, Andalusia. © UCA

Extensive and detailed records provide us with a wealth of information from this period. Under the Bourbon monarchy, naval activities increased. The new Arsenal in La Carraca across the bay to the north and closer to the deeper water of the bay was the successor to the Real Carenero, representing the peak of the architectural style of the period. But it is the Suazo Bridge that is fundamental to the existence of the Real Carenero.

THE REAL CARENERO

At the Real Carenero, a range of activities associated with naval construction developed, including ship repair, and the supply and manufacture of ships' equipment. Under the supervision of the Spanish Royal Navy this activity was consolidated in the 17th century by the construction of a canal-side dock. Many important engineers and architects worked on the defences: Alonso Rodríguez, Benedict de Ravena, Juan Bta Calvi, Antonelli, Juan Marín, Tiburcio Spanochi, Cristobal de Roja and Fernando Ger, among others. The history of the Real Carenero spans more than four centuries.



The main range of buildings at the Real Carenero, Cadiz, Andalusia. © UCA

The War of the Spanish Succession between 1701 and 1714 provided the catalyst for the Real Carenero's dramatic renovation and extension, including the rebuilding of the rope warehouse, a new dock to cater for longer ships and a new hostel for the workers.

The arrival of the Bourbon Dynasty entailed a significant increase in military naval activities. This expansion led to the construction of a new arsenal, called the Carraca Arsenal, across the bay and the eventual eclipsing of the Real Carenero.

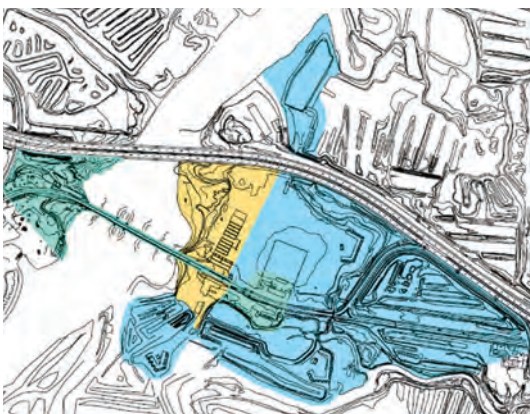
In 1773 the rigging factory was destroyed by an accidental fire. This prompted the transfer of this final function from the old site to the new and thus marked the end of the Real Carenero's first phase of operation as a military facility.

Ultimately, the Real Carenero site consisted of a gated fence, guardhouse, housing for the Activities Manager and other workers, account offices, various stores for firearms, wood and ammunitions, factories for tar, a forge, a carpenters' workshop, housing for officers, sailors and troops, a dock, a chapel and finally a grocery – and the all-important tavern.

The complex of fort, bridge and the Real Carenero Arsenal gained new significance during the French conquest under Napoleon, with Cadiz finding itself under siege by the Napoleonic army in 1810–12. To meet this looming threat, additional batteries were constructed forward of the Real Carenero as well as to its flank, to limit the French army's advance. As a result of the success of this military site, Cadiz remained the only part of Free Spain. It was therefore at Cadiz that the first Council was held, which then led to the signing in the city of the Declaration of Spanish Independence.

The blockade of Cadiz had lasted for two and a half years from 6 February 1810 to 24 August 1812. The defences were eventually liberated by the Spanish general, Francisco Javier de Uriarte, in the name of the deputy, D Antonio de Escaño. The French troops then lost the battle at Chiclana (5 March 1811) and thereby control of the region. During this time the Spanish congress in Cadiz drafted the new constitution, which was approved in law on 19 March 1812 and named 'La Pepa'. Ferdinand VII, the Bourbon king, returned to Spain in 1814 and at the first opportunity abolished the constitution and dissolved the government thus dashing the hopes not only of the 'gaditanos' (the people of Cadiz) but of the entire Spanish people.

As the site no longer fulfilled a military need, it soon began to fall into disrepair and the canal and dock started to silt up. In part this was simply a return to nature but it was not helpful that the location was subject to three different local or regional planning regimes. Caring for the site and its buildings means balancing the requirements of a wide range of authorities and legislation: international, national and regional legislation concerning historical heritage sites, environmental (nature reserves) and coastal rules (Terrestrial-Marine Public



Historic plan of the Real Carenero with forward batteries, Cadiz, Andalusia. © UCA



Occupying part of the Real Carenero site is a 'house of ill repute' that takes advantage of being on the boundary of different local authorities. © UCA

Lands). Any project must also be checked by the Ministry of Environment's Coastal Bureau, the Regional Cultural Ministry's Cultural Heritage Bureau and the Regional Environmental Ministry.

The absence of clear management has resulted in the occupation of the site by a squatter, a 'house of ill-repute' and a scrap-metal yard. This has added to the deterioration of the complex to the extent that visible change was easily noted between the two visits of the SHARP project partners.

This somewhat neglected site is still central to the modern history of Spain and therefore its important bicentenary dates of 2011 and 2012 will provide a spur for its rehabilitation. The process has begun. In 2000 the City Council of San Fernando and the City Council of Puerto Real signed a draft collaboration agreement for the rehabilitation of the Suazo Bridge and adjacent fortress. The following year the Andalusia Regional Government instigated

an audit of the site. As part of the wider region, in 2003 the Town Planning Management department of the San Fernando City Council started work on a programme to save the coastal fort of San Fernando. In the same year as the University of Cadiz joined SHARP, a joint committee of the Ministry of Public Works and Ministry of Education approved a possible 50 per cent subsidy towards the cost of restoration. Signs for the future of the site are hopeful.

MILITARY RESEARCH

To understand the historical importance of the Suazo Bridge, it is necessary to use archaeology to unpack the history of the linked areas of the island (San Fernando), Cadiz and



View of the scrap-metal yard as seen from the far end of Suazo Bridge, Cadiz, Andalusia. © UCA

the mainland. For example, the history of the Santi Petri Canal is poorly understood, particularly its pre-15th-century documented history. This is an aspect that archaeology may be able to clarify. Equally, despite the documentation, there is some uncertainty about buildings merely planned and those that were actually completed. Changing military needs understandably required much reworking over a long period of time. Archaeology can also help us understand this complex process.



View of the Real Carenero with the Suazo Bridge to the right and the modern road to the left. © UCA

We must understand how geography and economics have impacted on the site. In addition to the natural pit that fills the numerous sea channels that cross the marsh, leaving a flooded and impassable land when the tide is low, there was a labyrinth of salt works between Cadiz and San Fernando. Banked lagoons were flooded and then drained to allow the remaining standing water to evaporate, leaving a layer of salt that was then raked up and stored in discrete small warehouses until it could be shipped away.

Only if we consider both the geographic and military perspectives can the historical-defensive evolution of the Suazo Bridge, Real Carenero and the surrounding area be mapped. It may be summarised as follows:

- during the Middle Ages the defence of the Bridge was under the protection of the San Romualdo Castle, a fortress that had a permanent troop (although we are not certain of its size and importance)
- in the second half of the 16th century, the first architecturally sophisticated bridge was built. This provided the first passage from the island and city of Cadiz towards the mainland, acting like a customs point for the transit of merchandise from America, and the town began to grow rich as a result.
- at the end of the century there was an urgent need to protect the inhabitants from the siege and lightning attacks of the English-Dutch alliance against Philip II of Spain, especially the assault of 1596 commanded by the Earl of Essex
- at the beginning of the 18th century, the situation changed yet again. The passage was now defended to the right and left of Puerto Real by the redoubts of Santiago and the Conception and a star-shaped fortress at the top of San Fernando. At the south, the Santi Petri Castle was built together with several artillery batteries. Finally, at the end of the 18th century, the San Pedro and San Pablo batteries were built.

In order to complete the defence of the entrance to the Zurraque Canal the San Ignacio Battery and defence works of Albuquerque and Angulo were constructed. Like the defences of the Real Carenero, they were also significantly affected by infrastructure works.

Overall, the site holds a key place in the history of Spain, exemplified by the heroic four days in 1809 when the defenders held the line at the Real Carenero before the Napoleonic troops abandoned their attempt to take the city. Restoration is imperative not only because of the historic value of the site, but also because these buildings and structures, particularly the forward batteries, provide wonderful platforms from which to contemplate the beauty of the nature reserve.

3 The SHARP Themes

Introduction

As the partnership moved from site to site, the themes needing to be addressed began to emerge. Despite differences between the project sites in terms of size and stage of rehabilitation, there were clear common reference points. The resultant six themes were therefore an organic outcome, covering the scope of activity from inception to a positive conclusion.

Masterplanning is the framework within which a successful regeneration programme can be realised. Interestingly, the character of this process varied considerably across the four countries. Even when it was not specifically termed ‘masterplanning’ its constituent parts were still addressed by all the partner countries.

Public-private partnership is about the interaction between the public and private sectors. What is a suitable balance of investment between the public and private sectors in a site’s regeneration? With challenging historic and potentially polluted sites, a successful outcome often hinges on the involvement of public bodies. While this is a policy that has strong support in England and Malta, in Estonia it is an approach still in its infancy, and in Spain the realisation of a vision is invariably left to market forces once a project nears completion.

Heritage was the third and largest theme, covering above- and below-ground heritage (buildings and traditional archaeology). The theme begins with a guide to the conservation and archaeology challenges likely to be set by planning consent conditions. These provide the framework within which heritage needs can be addressed at every stage – from archive research to excavation, building recording to restoration. It was interesting to note the different approaches to this subject across the projects of the four countries in terms of the balance between conservation, restoration and new build.

Tourism is the lifeblood of the sites in Malta and mainland Europe, while for the Royal Arsenal, Woolwich, it is an aspect yet to be developed even though regeneration is at an advanced stage. Physical remoteness of sites from ‘honeypot’ attractions is a common issue, demanding the provision of sufficient variety and quantity of visitor experience to support all-day visits. The potential for the specific tourist market to change needs to be recognised: flexibility and adaptability are essential.

Education was an important aspect woven into the regeneration plans for all of the sites but its place differed markedly as the site-specific masterplans evolved. Interpretation of each site’s significance must be made available to all age groups and this requires a sophisticated understanding of the potential of each site and the material through which information can be imparted and remembered.

Sustainable regeneration was our sixth and final theme. Can completed schemes grow and adapt without further injection of central funds, whether from public or private developers? For this theme, significant input was provided from both ends of the regeneration spectrum to propose an approach that is believed to have equal merit across all partner countries.

The six themes are then distilled into lessons for sustainable regeneration that can be applied in whole or part to most historic brownfield sites (see Chapter 4). The ultimate aim is to change people’s perception of ‘problem sites’ so that they see them as places of heritage significance with the potential to become assets for visitors and the wider community.

Masterplanning: The Ground Rules of Development

Summary

Masterplanning for any large project of physical change has to consider many factors and in the case of historic sites has to take into account both their cultural significance and their potential to accommodate change. Their planning sets the aspiration for all stakeholders and should be a joint process to ensure that the right aims are fulfilled. For some sites the amount of physical change may be small and for others it may be the defining aspect of their redevelopment. But in all cases, the change will have impacts both on the site and on its surroundings and the planning and design of this is crucial to its success.

The Royal Arsenal at Woolwich, having been through this stage, forms the template for this section and provides a guideline to the issues and processes involved through the experience gained there. Masterplanning for any site must acknowledge the key aims of the site's development, and provide the framework and vision to see these through.



Üldplaneering: Arendamise Põhireeglid

Iga suuremahulise projekti üldplaneering, mis toob kaasa olulisi muudatusi peab arvestama mitmete aspektidega, ajalooliste objektide puhul tuleb aga eriti arvestada nende kultuurilist tähendust ning nende potentsiaali nüüd ja tulevikus. Selliste objektide planeering peab kaasama kõiki asjast huvitatud osapooli ning tagama parimate eesmärkide seadmise. Mõnede objektide puhul on füüsilised muudatused minimaalsed, teistel juhtudel võivad muudatused olla objekti arendamisel määravad. Kuid samas tuleb alati arvestada, et ümberehitused omavad olulist mõju nii objektile, kui selle naabrusele ning planeering ja kujundus määravad paljus objekti tulevase kasutuse edukust.



Pjani ta Riabilitazzjoni: Regoli Bazici ghal Zvilupp Sostenibbli

Pjani ta Riabilitazzjoni (Masterplans) ta proġetti kbar li jinvolvi tbiddil estensiv ta siti ta importanza storika irridu jikkonsidraw kemm l-aspett kulturali, is-sinjifikanza storika tal-post kif ukoll il-potenzjali li joffri is-sit kemm fil-prezent kif ukoll fil-futur. Dan l-ippjanar fit-tul u b'mod olistiku għandu jsir b'kollaborazzjoni ma kull min għandu sehem fil-proċess inklużi in-nies tal-lokal kif ukoll l-iżviluppaturi biex jintlaħqu għanijiet ġusti u bilanċjati. Il-livell ta intervent fir-riabilitazzjoni tas-siti ivarja min post għall-iehor. F'kazijiet partikolari dan il-proċess jista' jiddefinixxi mill-ġdid is-sit. Imma fil-każi kollha dan it-tibdil iħalli impatt kemm fuq is-sit innifsu u l-ambjent ta-madwaru. Għalhekk ippjanar tajjeb huwa aspekt kruċjali għas-suċċess tal-programmi ta' riġenerazzjoni.

Dan il-kapitlu jimmira li jfassal linji ta' gwida f'dan il-qasam, ibbażati fuq l-esperjenzi miksuba mix-xogħol li seħħ fl-Arsenal Rjali ta' Woolwich. Huwa neċessarju li kull pjan ta' riabilitazzjoni ta' siti storiċi jipprova kuntest u vizjoni ċari biex ikunu jistgħu jitwettqu l-iskopijiet prinċipali għal dan ix-xogħol li jfassal il-pjan innifsu.



Plan Maestro: Reglamento del Desarrollo

El Plan Maestro para cualquier proyecto de envergadura que conlleve cambios físicos ha de tener en cuenta muchos factores y, en el caso de un sitio histórico, tiene que tener en cuenta su significado cultural y su potencial actual y futuro. Esta planificación marca una aspiración para las autoridades y debería ser un proceso conjunto que asegurase la correcta consecución de los objetivos. Para algunos sitios, los cambios físicos pueden ser pequeños, para otros, pueden definir su reurbanización. Pero, en todos los casos, estos cambios tendrán impacto en los lugares en cuestión y en sus alrededores, y la planificación y el diseño de estos es crucial para su éxito.

El Royal Arsenal, habiendo pasado por esa etapa, se postula como el modelo para este capítulo y sirve de pauta para los asuntos y procesos pertinentes, en base a la experiencia allí obtenida. El Plan Maestro, para cualquier lugar, debe servir de marco y debe conocer, por tanto, las claves del desarrollo de esos lugares.

THE VISION

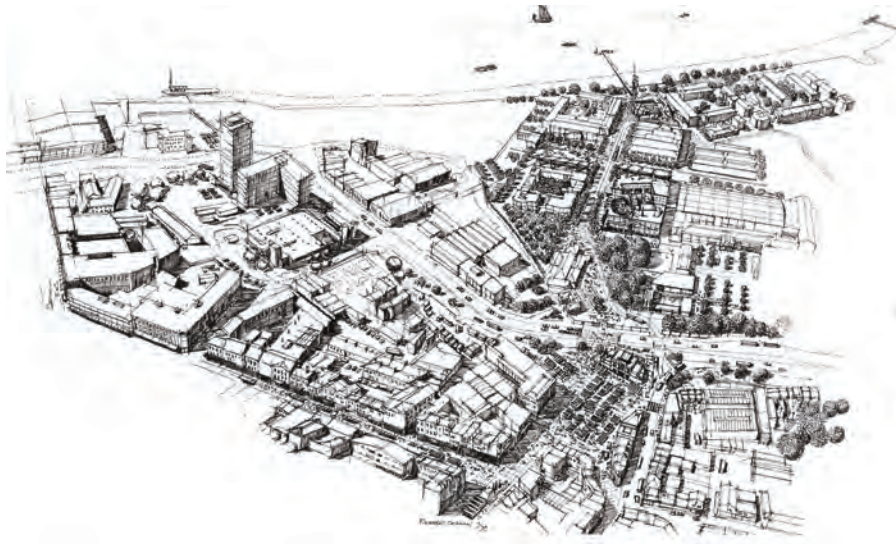
In 1993 the Greenwich Waterfront Development Partnership set out a strategy ‘to realise the heritage potential of the Royal Arsenal and to revive Woolwich Town Centre through the diversification of the economy’. The masterplan’s vision for the regeneration of the Arsenal at Woolwich reflects this twin emphasis – on the site’s historic value, and on its economic potential. A key concept is for the site to provide a link between Woolwich and the River Thames, thereby creating a lively mixture of the new with the old, and a place to live alongside a place to work and to enjoy oneself. The image from the 1998 masterplan envisages a busy, active site that is to be restored and fully developed to create a complete new quarter for Woolwich.

SITE AND SETTING

All along its northern boundary, the 31-ha Royal Arsenal site fronts the River Thames. On the landward side, it was historically bounded by continuous high boundary walls which kept it secure – controlling the entry of visitors and workers through a limited number of gates, preserving secrecy of research and production and reducing risks of theft and espionage. To the south, this strong barrier was reinforced over the years by a main road – the A206 Plumstead Road from Central London and Greenwich to Woolwich and Dartford. The site has therefore long been cut off from the town centre, which is its closest neighbour – a problem of isolation commonly suffered by sites of this nature and which inevitably needs to be addressed in the masterplanning for their re-use.

The Arsenal was essentially an industrial site – a massive complex of factories producing and testing arms for the Navy and the Army. The surviving buildings reflect that history: many of them are big, robust, industrial, and not necessarily very beautiful. The character of the riverside, too, is big, open and estuarine: not the intimate scale and sheer topography of the Grand Harbour in Valletta or the Battery in Tallinn. None the less, there are parallels: for example, the buildings associated with the Grand Harbour, although on a somewhat smaller scale, could be equally vulnerable to insensitive development because they are spread over quite a wide area.

In the mid-1990s there were more than 60 buildings on the Royal Arsenal site, dating between 1690 and 1970: a microcosm of the main forms of building construction used in England since the 17th century. Not all, but many, had the capability for many more years of



Llewelyn Davies Yeang's vision for the Royal Arsenal, Woolwich – balancing conservation (right) and regenerative new development (left). The River Thames is at the top of the drawing. © LDY

useful life. Among them, 21 buildings and structures on site are 'listed' as being of architectural or historic interest and thus afforded a high degree of protection in English law. Four are in the highest grades of protection (Grades I and II*) (for more on this see www.english-heritage.org.uk). In addition there are six others categorised as 'buildings of interest'. Together they make up an historic complex that has been designated a Conservation Area by the local authority and that covers some three-quarters of the site.

It is also important to note that by the early 1990s the site was by no means fully occupied: a relatively small number of buildings sat in large expanses of open space – very different from its 1917–22 heyday when old maps show almost every metre of ground covered with buildings of all sorts and sizes.

PARALLELS

Cadiz – big, open, extensive

- Like the Woolwich Arsenal, the Real Carenero Arsenal is a big, open, extensive site, with historic buildings and structures on the waterfront and also behind. Like the old Woolwich, too, there was no strong urban design structure underlying the original layout: both were seen as working sites whose buildings were a response to the functional needs of each particular era of use.
- Again like the Royal Arsenal, Woolwich, the Real Carenero Arsenal was the victim of a long run-down of activity that led to the abandonment and decay of the buildings. Yet at both the Real Carenero and the Royal Arsenal, some distinguished buildings have survived which are of architectural – not just historical – interest and merit.
- Another shared problem is the intrusion of transport infrastructure. At Woolwich, the A206 highway severs the Arsenal from the town centre, a defect that has not been rectified by Transport for London or Greenwich Borough. At the Real Carenero, a new tramway will cut through the northern part of the historic site. Transport authorities need to play their part in the heritage and regeneration effort, but often do not because they see their role as wholly 'technical'.

THE 1998 MASTERPLAN IN OUTLINE

Following their acquisition of the site from the Ministry of Defence Estates, English Partnerships developed a detailed brief for the masterplanning of the whole site and for the delivery of the first phase of its regeneration, to provide a platform for its mixed-use redevelopment.

A commercial competition led to the selection of a masterplanning, design and management team led by Llewelyn Davies Yeang to develop the vision – working alongside English Partnerships (later the London Development Agency) themselves, as well as the other project partners and stakeholders. Llewelyn Davies Yeang’s role, and the purpose of their masterplan, was to set out the strategy for delivering economic and social regeneration while celebrating Woolwich’s unique architectural heritage. The design philosophy was based on this special historic identity, and it also recognised that the piecemeal way in which the Arsenal had grown up meant that this was not a site with a single unifying urban design concept that had simply to be rediscovered. It was instead a hotchpotch of buildings, some of them very special, but not many of them placed in a sympathetic setting. So the masterplanning approach sought to create a simple, clear structure:

- providing a setting for the Listed Buildings
- giving certainty for key investments such as infrastructure, and
- allowing flexibility in terms of uses and activities.

Layout, structure, content, uses

Respecting and enhancing the special heritage of the site, and the unique character of the Listed Buildings and designated Conservation Area, led immediately to promoting the active re-use of many of the existing buildings. Woven in with this was a wish to make the most of the prominent Thames-side location through the creation of riverside walks and links with the national walking and cycling network: these connect east to Thamesmead and west to the new waterside park.

Two strong axes run north–south and east–west in the masterplan: ‘No. 1 Street’ runs north–south from the Thames up towards Woolwich town centre and is a grand public avenue, not a route for traffic; Wellington Avenue is the east–west spine of the site, giving traffic access to all except the westernmost parts. Both are part of the history of the site, but were selected and strengthened as part of the urban design approach.



French Creek Dock, west of Senglea, Grand Harbour, Malta. © EH



The Real Carenero viewed from Suazo Bridge, with the new road and bridge in the middle distance. © EH

Promoting a wider mix of uses and ensuring active frontages within the layout was also critical to the success of the area and to the creation of vibrancy and interest. The site was broadly grouped into five overlapping activity areas:

- housing on the waterfront and running back to Wellington Avenue
- business uses in the eastern part, nearer the main road
- museums and heritage attractions around No. 1 Street and the river pier
- commercial leisure activity in the south-western part nearest to the existing town centre.

These were not rigid ‘zonings’ and they have in fact changed over time in response to development interest and potential. We return to this point below, in discussing ‘Flexibility’.

PARALLELS

Future uses – ‘tourism plus’

All of the SHARP sites, with their heritage interest, have some role for tourism in the mix of uses expected in future. But the scale and potential vary greatly.

- Notably, in **Woolwich**, the Firepower museum is only one of many activities on the Arsenal.
- In **Malta**, tourism is at the core of the new uses – the sites are pieces of Malta’s history from different centuries, and tourism is very important to Malta’s economy, so museums, cafés, restaurants and other visitor facilities dominate the end-product that is envisaged.
- Similarly, at **Cadiz**, the Real Carenero’s essential role will be to act as a visitor focus and tourism gateway – to the historic site itself, to the cafés and interpretation on site, and to the natural setting of the Bahia de Cadiz around it.
- But in **Tallinn**, it is clear that tourism is not the only answer or a guaranteed formula for regeneration. Discussions have been held about numerous ways to use the Battery. The Estonian Arts Academy was considering moving there, but the costs are too high; hotels or other tourist facilities have been considered but conservation restrictions may make that too costly as well; a small museum has opened, but cannot possibly be the occupant of the whole complex. Much more work, including with potential private partners, will be needed to define an eventual use or uses within the context of a masterplan for the site and its surroundings.

Linkages (transport, access, pedestrians, parking)

Movement was an important aspect in the layout at Woolwich, particularly for pedestrians, for whom the key concept was the central spine of No. 1 Street. North–south links from the town centre and the market at Beresford Square, down to the riverfront and the riverboat pier were also core principles of the masterplan.

The links to Woolwich town centre – and the wider London area – play an essential part in connecting residential areas with employment opportunities, and in maximising the use of public transport in busy congested London. The site is 200m from Woolwich Arsenal railway station, which has frequent services to central London as well as being a focus of local bus services. A new east–west local system – Greenwich Waterfront Transit (GWT), a high-quality bus-based transit service – is also proposed: its route along Wellington Avenue is integrated into the masterplan and it is scheduled to open in 2010.

Since the first masterplan, transport links and proposals have been developed further: first, the Docklands Light Railway’s extension to Woolwich will open in 2009, providing cross-river connections to London City Airport and the employment and housing growth in the former Docklands; and secondly, the major Crossrail scheme may include a Woolwich station, which would offer direct trains to London’s West End and Heathrow Airport, although funding has still to be secured for this project.

The site also affords strong links with the River Thames (Blue Ribbon Network), with the riverboat pier a major focus within the site for reasons of history and accessibility. European Union funding gave important assistance in the installation of the pier, as well as riverfront landscaping, and a commuter service now runs daily from the pier to central London. The Thames-side riverwalk and cycle route were funded by the United Kingdom government’s ‘Single Regeneration Budget’ – a national form of funding that is regionally allocated – rather than local municipal finance.

Car parking (provision, control and management) was another key tool in managing the overall transport balance on the site. A flexible approach was applied to the site layout, with the aim of avoiding over-provision, to allow for different parking needs over time and to reflect changing demands for private cars.



The condition of the central feature of the main range of buildings, Real Carenero, Cadiz, Andalusia. © EH

Conversion and new building

The masterplan strategy aimed to retain and bring back into use the maximum number of historic buildings and spaces, both statutory Listed Buildings and those of local historic interest. It recognised that due to the nature and range of type of former military industrial building, it would not always be practical or economically viable to retain all the buildings, and that some of the lesser structures on site were anyway of little intrinsic value. Key buildings of merit such as the Royal Brass Foundry and the Grand Store, facing the river, needed a mixture of straightforward conversion and new design. In the case of the Grand Stores, for example, the symmetry of this important range has been restored with new construction to replace long-demolished fabric.

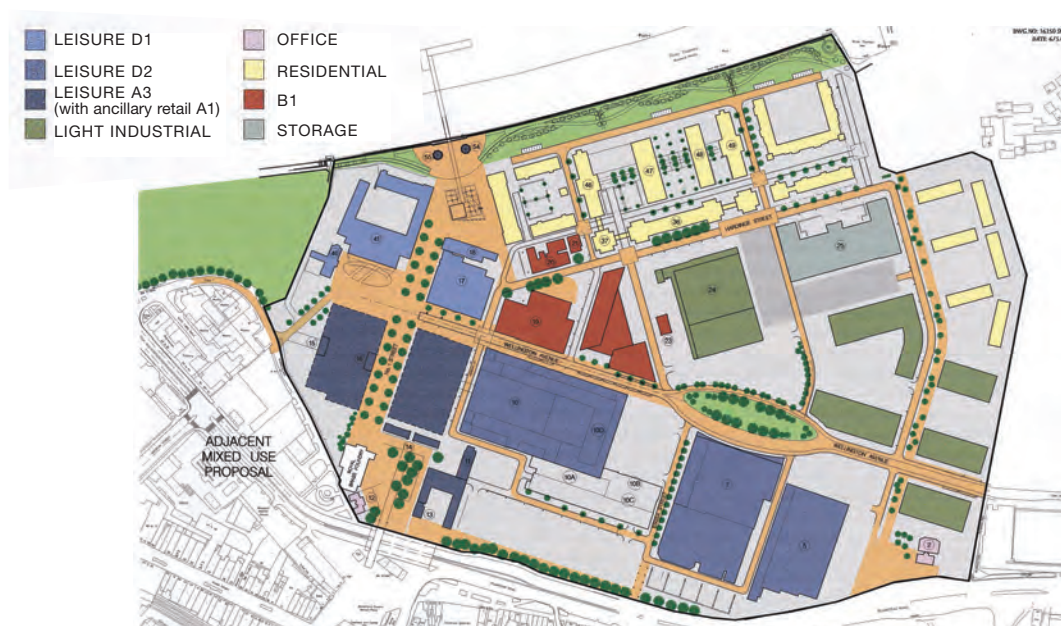
Old buildings of no merit were to be removed to provide room for new construction, which was to be very extensive: some 150,000 square metres of development, of which about 84,000 square metres would be reused older buildings. New buildings and uses were to be integrated to enhance socio-economic performance while protecting the integrity of the buildings' architectural heritage. The future of some buildings was left open in the masterplan, and in one case (Building 22, the Central Administration Office), it only received a reprieve from demolition after several years of discussion.

Another aspect of the conservation approach has been to use architectural elements from dismantled buildings elsewhere on the site – as retained buildings were restored and reused, or even as part of new construction. Other elements such as track plates have been re-sited in thresholds, and salvaged artefacts have been used as public art.

Public realm and infrastructure

The masterplan included a series of linked civic spaces, which continued the theme of permeability, building upon the existing historic structure of the Royal Arsenal. The aim was to provide a sense of place for local people and employees, which could also be enjoyed by visitors. Civic spaces were also created to provide alternative local foci and to introduce vitality.

The public realm was designed to correspond with the main pedestrian routes across the site and with the three main entrance points: the Middle Gate, Wellington Avenue East and



The 1998 masterplan for the Royal Arsenal at Woolwich. Different colours show the zoning of types of development. © LDY



View of the public-realm area between the Grand Store Range and the River Thames, Woolwich. © BHL

the Shell Foundry Gate. The public-realm design also included public open space alongside the Thames and its riverside walkway, and a small local park in the centre of the site, between the housing and the business district.

Infrastructure (drainage, power, roadways, water and gas) was to be completely renewed to prepare the Arsenal for its new living and working population. The masterplanning process accepted the need to deliver a network of modern site infrastructure on which to base the development zones.

In keeping with the philosophy of re-use, where possible this network acknowledged the existing layout of roads and routes within the site for the provision of new modern highway and services infrastructure. The aim was to support the new developments and create the access, ease of movement and public realm that these would need in order to function successfully, while drawing on the heritage and previously committed or 'sunk investment' of the earlier infrastructure layouts.

Flexibility

An underlying aim of the strategy was to ensure a high degree of flexibility, so the masterplan set out clear proposals and a strongly defined urban design structure. It was always clear, however, that the strategy could only be a basis for starting the process – and that 'real-life' changes would mean that it could not, and should not, be seen as an exact 'blueprint' for the next ten years' development.

The planning strategy, therefore, was for an 'Outline Application', which under English planning law allows greater flexibility in realising proposals. The masterplan was submitted in support of that Outline Application, not for detailed approval of all its contents. The London Borough of Greenwich accepted this approach. They judged that the masterplan provided enough clarity of intent and respect for the heritage of the Arsenal, while allowing the London Development Agency the time to assess market viability, and to engage with private-sector development partners who would then develop the elements of the masterplan in their own way. This is fundamental in delivering larger regeneration projects so as to ensure that the best uses are provided at the right time, within a framework that has broad public-sector approval.

English Heritage were required to respond to the need for flexibility: they have developed strategies to deal with the archaeological heritage and for the requirements on assessing and recording buildings and structures of interest that allow development to go ahead but are informed and assisted by national guidance.

LESSON

Balancing flexibility, clarity and protection

Regenerating a major mixed-use site is a complex process. It is even more complex when there are many historic buildings to find uses for – and especially so when the local economy and property market is quite weak.

- At the **Royal Arsenal**, all these considerations led to a strategy of flexibility for the masterplan, which set out principles, illustrated possibilities and fixed main routes. It could not be a precise specification for every use in every building, and the experience of the last seven years shows that this approach was correct. Accordingly, Greenwich Council and English Heritage had to be confident that the commitment to quality and respect for heritage would remain, even as plans changed in detail over time.
- In **Malta**, the Grand Harbour Local Plan, and the designation of the Three Cities and Valletta as Urban Conservation Areas, provide a positive and sympathetic public policy framework, within which the Fondazzjoni Wirt Artna can bring forward development that supports both conservation and tourism.
- For **Cadiz**, the balances and compromises are different. The tram project will affect the site, though not the core area or the Suazo Bridge, but it will also help reduce the need for parking near the site, and its routing will help make many more people aware of the historic Real Carenero.

THE PROCESS

The historic chronology of the Royal Arsenal, since its beginnings under King Henry VIII, is covered in Chapter 2. We pick up the story with the start of the run-down of military activity in the 1960s.

1964	Military uses begin to withdraw from eastern parts of the site
1993	'KONVER' bid for European funding to start regeneration
1994	Whole site ceased to be a military establishment
1994	Initial bid for 'Single Regeneration Budget' support
1997	Site transferred from Ministry of Defence to English Partnerships (later the London Development Agency)
1998	Llewelyn Davies Yeang's masterplan prepared
1999	Mowlem awarded infrastructure contract
2000	Housing developer selected (Berkeley Homes Ltd)
2001	Industrial developer selected (Teasland iOG) Firepower museum, riverwalk and pier opened
2003	Greenwich Borough Heritage Centre and Museum opened
2005	Revised plans, expanded site
2006	Approval of revised masterplan – the Warren phase

Changes to the plans, and the process of approval

As we have seen, the masterplan prepared in 1998 was submitted in support of an Outline Planning Application. This was granted permission by the London Borough of Greenwich in December of that year.

In line with the 'flexible' approach, since then there have been many modifications, as follows:

- to the original overall scheme (in 2000), adding more housing and changing the layout
- as detailed designs were developed for the housing (in 2000), for the business development and for the museums and other public buildings (2000–3)
- and most recently and significantly, because of the addition of the 'Warren' site to the west of the main Arsenal, revision of the masterplan linking the western part of the Arsenal and the newly added land (2004–5).

Latest plans 2004–5

In July 2004 Berkeley Homes Ltd and the London Development Agency submitted new proposals for the western part of the Arsenal and the additional Warren site. These included housing, shopping facilities, restaurants and bars as well as office, leisure and community uses on 12.9 ha of land. This application has been developed by the architects Allies and Morrison into a new masterplan, which has now received planning permission. It includes 35 per cent affordable/social housing and the retention of all the Listed Buildings on the site.

This latest major change shows how the strategies for heritage conservation and economic regeneration must always be capable of responding to new conditions. The stronger local property market, the availability of additional adjoining land and the very success of the Arsenal itself have all changed the conditions but without invalidating the flexible principles of the original masterplan.

Getting benefits from development: planning gain

English planning law allows for agreements to be made, in parallel with a planning permission, to secure additional public benefits as part of a redevelopment. These are known as 'Section 106 Agreements', or sometimes as 'planning gain'. For Woolwich, the initial planning permission was coupled with such an agreement, which dealt with a wide range of benefits for the site and its surrounding environment, economy, community and transport infrastructure. Community benefits included arts and culture facilities, equal opportunities promotion, public open space and social services. There were also local employment training

initiatives designed to help young people and the unemployed. The agreement also enabled delivery of transport-related schemes that included traffic-management plans, junction works and essential highway improvements such as a pedestrian crossing, a realigned entrance and a contribution to the Waterfront Transit system.



The Central Administration building (Building 22), Royal Arsenal, Woolwich, in the 1960s. © BHL

RELATIONSHIPS AND PERCEPTIONS

Relationships with the public authorities

From the outset the crucial relationship had to be between the public agency promoting the scheme (now the London Development Agency) and the local council, the London Borough of Greenwich. A close and confident relationship enabled the borough to accept the flexible approach to masterplanning that would allow the development plans to respond to market conditions. However, the range of authorities and agencies involved was much wider than this and is described more fully in the section on Public–Private Partnership (pages 49–56).

PARALLELS

Tallinn – the need to widen partnerships

The Battery project in Tallinn is being promoted by the national public agencies of the Estonian Arts Academy and the Heritage Board. The project will need to identify other public bodies with whom they will need to liaise so as to get the most out of the site's regeneration.

Malta – a complex mix of partners

In Malta's Grand Harbour, a complex mix of partners – public, private, voluntary sector – has had to be engaged, persuaded and brought along with the plans. This includes the promoters themselves (Fondazzjoni Wirt Artna – the Malta Heritage Trust), the Malta Tourism Authority, Vittoriosa Local Council, and the Cottonera Waterfront Consortium. Each has a different role to play, and the Fondazzjoni Wirt Artna's task is to combine with them in different ways to achieve approvals, funding, complementary programmes and initiatives and so on.

Cadiz – getting all the authorities 'on board'

The Real Carenero is situated within the jurisdiction of three planning authorities, the SHARP project being promoted by the University of Cadiz. The San Fernando City Council, as the local municipality, have prepared restoration plans for the Suazo Bridge – the historic bridge at the Real Carenero. Other public bodies involved include Puerto Real City Council, the County of Cadiz, the Parque Regional de la Bahia de Cadiz (for the natural setting of the site), and the Ministry of Economic Development, who are funding 50 per cent of the project costs.

Relationships with the private and voluntary sectors

On the private-sector side, the key relationship was with the Berkeley Homes group, who have been involved since being selected as the preferred development partner by the London Development Agency in 2000. Roles and other involvement have been:

- Berkeley Homes Ltd – principal development partner, housebuilder, and developer of the next mixed-use phase, including leisure
- Teasland iOG – commercial developer, mainly industrial and business units
- Firepower (the Royal Artillery Museum), a not-for-profit group who have attracted a major Heritage Lottery Fund grant to convert, equip and run two major buildings on the site (the Officers' Mess [Building 40]; and New Laboratory Square [Building 41/41A]).
- the local historical society for the area and the group for former Royal Arsenal employees.

Relationships with the wider public

In many British developments – including those where the historic environment is involved – proposals can be seen as controversial and public interest can be intense and critical. This has not really been the case at Woolwich: the 1998 masterplan was not seen as controversial. The public were consulted when the planning application was made but there were fewer than 100 responses. Generally most were favourable, because of the local sense that ‘something needs to be done with the site’. The recent (2005) masterplan was the subject of a much more organised consultation than the 2000 version, reflecting both the higher expectations and the fact that there are now residents on the site. There is still very broad support, and only a few, fairly specific, concerns – such as protection of ecology.

In Tallinn, the former use of the Battery as a prison seemed to offer a very negative perception as a starting-point for engaging local people, but this view may be beginning to change, while in Malta, the Fondazzjoni Wirt Artna, a local pressure group, is rooted in the community and has engaged with town councils and held open days for local people.

LESSON

Consult, engage, listen

- At the **Royal Arsenal** it was noted that the greater the degree of consultation the greater the range and detail of likely concerns. The level of consultation undertaken meant that the scheme was not seen to be controversial. In other places with lower unemployment, or with a masterplan that made the judgement that many more old buildings had to be demolished, an adverse public reaction could have quickly developed. Without pre-planned programmes of consultation and engagement with the wider public, schemes can easily be derailed. Consultation on the new masterplan for the Arsenal West and the Warren has followed current best practice.
- **Malta’s** experience illustrates how the correct consultation approach will be different in every location. The Fondazzjoni Wirt Artna have held public exhibitions, but the response has been quite limited. In Malta, the debate with the public is often through the newspapers; the detailed consultation is with those whose property is directly affected, or with elected council representatives.



An artist's impression of how the Beresford Gate may appear once it has been regenerated and linked to the rest of the Royal Arsenal, Woolwich.
© BHL

Perception and changing the image

An important aspect of regeneration is the need to change perceptions as well as changing the realities on the ground. At each of the four sites the partners have to tackle this – but in different ways.

LESSON

Changing perceptions takes time and care

- In **Woolwich** the **Royal Arsenal** was an inaccessible military industrial site for most of its previous life. Nearby residents only went there to work, and it was hidden behind high walls. The masterplan includes routes through, so that people can now get to the River Thames. Its waterside location has helped in marketing the Royal Arsenal as a special and interesting place.
- In **Tallinn**, the Battery's history as a prison – in recent use – is a negative factor in getting people to understand and value the site. It is recognised that it will take time to change perceptions. This involves two main strands – finding a new and interesting use for the site, and communicating the fact that the Battery is a historic military site, whose 50-year prison history was only one part of its past, and perhaps not the most significant.
- **Malta's** issues are twofold: the established perception of the cities across the Harbour as poor and uninteresting, and their separation by water from the centre of Valletta (despite what is actually a quite short journey going round the Harbour to the south). Linking the sites to different periods of the island's history – such as the Knights Templar – together with imaginative ways of crossing the Harbour are both factors that need to be taken into account in the responses.
- At **Cadiz**, perceptions are not so much negative as absent. The Real Carenero is little known as a historic site, and has no current role in the tourism marketing of the region. In future, however, it can become one of the 'gateway' sites to Cadiz and San Fernando, combining historic appeal with the natural setting of the protected saltmarsh.

KEY ISSUES

Seven issues arise from the process of masterplanning the Royal Arsenal site.

The 'conservation versus new-build' balance

The masterplan was focused on reusing and respecting historic buildings and spaces, and this was relatively straightforward for Grade I, Grade II* and most Grade II Listed Buildings. By contrast, a considerable number of other structures were so lacking in historic interest that they could reasonably be removed to provide space for viable development. In between, there have been some difficult 'borderline' cases. The former Central Administration Office (Building 22) was originally considered for demolition but has been refurbished, largely rebuilt internally and extensively modified to provide apartments. Elsewhere, it has been a challenge to find new uses for some of the site's 'big sheds' in anything like their original form. Building 10 on Wellington Avenue, for example, is now being almost entirely reconstructed behind the original façade.

Like arsenals, old dockyards and other major historic industrial sites present their own special version of the 'integration versus preservation' dilemma. Historically they were cut off behind high security walls and this is part of their character – but the surrounding modern

communities want them to be reintegrated, and residents of the site itself need to be able to get in and out. Difficult decisions are then necessary about whether to preserve the whole wall or to provide road junctions and other openings, but imaginative solutions are possible that retain the sense of enclosure while allowing greater permeability.

Technical challenges

Two major technical challenges faced the team, with implications for the phasing and use of the site: contamination and archaeology.

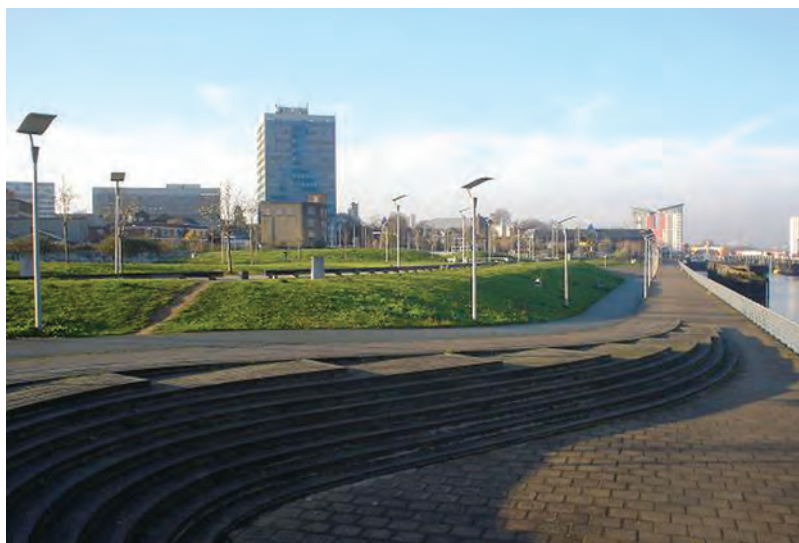
Contamination on site was widespread below ground and within the buildings. This had to be handled very carefully, through a series of practical and cost-effective methods applied over many months. A lesson learned here was that remediation could have been carried out even more efficiently if the development partners had been brought in earlier in the process; in the latter stages of the infrastructure works, workshops with the developers helped to minimise abortive work.

The Woolwich site contains archaeological remains and deposits stretching back to pre-Roman times. Although an early desk study had indicated the likelihood of significant finds, especially from the Roman era, the timing of the archaeological investigations was lengthy and demanding, and required a flexible approach by the London Development Agency, Woolwich Council and English Heritage. This is discussed more fully in the Public–Private Partnership section (pages 49–56).

Key linkages

As one of London’s major riverside sites, the Arsenal’s links to the Thames were clearly very important. This has been one of the particular successes of the masterplan and its implementation. The main avenue (No. 1 Street) runs right down to the waterfront, where a riverboat pier is now in operation. A riverside walk now graces the whole of the northern boundary, with the potential to link onward to the Thames long-distance footpath.

So far there has been less success in creating links to the town centre on the landward side. The busy Plumstead Road still severs the Arsenal from Woolwich town centre. Pedestrian routes that could make this link are neither ‘legible’ nor well maintained. Woolwich residents who want to walk to the riverside, except via No. 1 Street, are still somewhat cut off from the Thames. This key issue is being addressed by Berkeley Homes Ltd as part of the Warren masterplan.



View of the public realm looking west from the Royal Arsenal towards the ‘Teardrop’ site, Woolwich. © LDY

PARALLELS

Getting links to the city

In Tallinn, as at Woolwich, an important aspect of the Battery's regeneration is the provision of good linkages to the rest of the city. The site is somewhat isolated – cut off by a railway line, and with heavy traffic expected from a nearby road project. The site is actually within walking distance of the city centre, but the perception is of great separation. The Battery plans need to reach out from the site itself by creating walkways and lively pedestrian routes, reducing the real and perceived barrier of the railway.

As well as physical connections, there is also the issue of linkages to other activities. The arrival of a use such as the Estonian Arts Academy would have offered an opportunity to revitalise this part of Tallinn – attracting people not just to work or study, but also to invest and live in an area which is 'on the up'.

For Malta, the big constraint is the Grand Harbour, which separates the historic sites in the three cities from the heart of Valletta. Fondazzjoni Wirt Artna have subsidised bus connections around the Harbour, and are pressing the government for help with waterbus links for visitors using traditional ferryboats, and with an elevator to deal with the change of level down to the harbourside in Valletta.

The mix of uses: housing, business, heritage and leisure

One of the principal challenges for regeneration at Woolwich was the economic setting. Issues included poor market image and conditions, low property values and demand, strong competition from nearby sites, relatively poor communications and infrastructure, and site contamination and isolation.

It has also been difficult to develop a properly balanced community. Bringing in shops and offices would have caused concern about competition with the economically fragile Woolwich town centre, while some other kinds of business (such as storage depots) are not necessarily



At Tallinn, the high walls around the Battery not only divorce it from the Baltic but are also a barrier to potential visitors. © EKA

always good neighbours. But the aim was always for the Arsenal to be more than just a 'dormitory suburb'.

At the end of the 1990s the economic condition of Woolwich was very weak and the area had failed to gain European Objective II status and funding, in favour of what were considered to be more deprived areas north of the river. The flexibility of the masterplan has meant that the regeneration effort has been able to continue, even though some sectors – notably leisure – have not located in Woolwich to any significant degree. The Arsenal site has benefited from a general economic upturn, but has also contributed to a revival of this part of south-east London by offering attractive sites for both residential and employment investment.

LESSON

Joining up the thinking

Masterplans for sites like Woolwich – or the partners' sites in Tallinn, Malta or Cadiz – must never be planned in isolation, behind a 'red-line boundary'. As the Public-Private Partnership section (pages 49–56) explains more fully, masterplans need at all times to make links:

- to the neighbouring parts of their city
- to other initiatives and programmes into which they can dovetail
- to the people of the local community
- and especially, where they are led by the public sector, to the private investors and partners who will bring their own ideas – and often robust realism about costs and values – to the planning process.

Realism and flexibility

In a prosperous local economy, heritage conservation and economic development can go hand in hand, as for example in cities like Bath and York, which are historically precious but also economically successful. In Woolwich, however, the choices about how and what to conserve were being made in a more difficult economic and financial context. These are unavoidable pressures, and masterplanning cannot ignore them.

Linkage to the local economy and jobs

The 1998 Economic Impact Study for the Royal Arsenal forecast that there would eventually be about 1,200 permanent jobs in a variety of sectors including light industry, research and development, distribution, offices, retail and leisure, heritage and education. At the peak of development there will be a further 500 temporary jobs. So far about 400 posts have been created, of which about 200 have been filled by residents of the Borough of Greenwich, a borough where, especially in Woolwich itself, there are high levels of unemployment and deprivation. On housing, the achievement so far is impressive: 1,250 homes have been built or are under construction, and at least 2,500 more are planned.



It may be possible to avoid extensive and costly excavation of certain types of contamination. The Royal Arsenal, Woolwich. © EH

Property acquisition

Because the entire Royal Arsenal site was initially transferred to a single major agency (English Partnerships/the London Development Agency), property acquisition has not been an issue. The situation has become more complex as the new sites to the west have been added, but is still not a major concern. In Tallinn, too, the transfer of the Battery from the prison authority to the National Heritage Board has been simple and clear. Malta's Fondazzjoni Wirt Artna, similarly, see ownership issues as less important than those of management, except on one fort site where the government made the mistake of parcelling out the holding to different owners who then had to be brought back together to agree a project. In Cadiz, the heritage status of a *Lugar de Interes Etnologico* means that title is not a problem, although fair terms for removal or relocation of the few occupiers must still be agreed.



View along one of the Royal Arsenal's regenerated streets towards Building 41. © EH



The scrap-metal yard occupying part of the Real Carenero, Andalusia. © EH

This section has been co-ordinated by Tim Griggs (London Development Agency) and Martin Crookston (Llewelyn Davies Yeang)

Public–Private Partnerships: A Meeting of Minds

Summary

In modern Europe the task of rehabilitating large, complex areas of the historic environment is often too great for the public sector to tackle alone. The private sector can provide extra resources plus invaluable practical realism about what can be achieved. For any partnership to work, the two sectors must not think in terms of ‘us and them’, but instead regard themselves as a team working towards the shared goal of seeing the site come alive and being valued by people.



Avaliku ja Erasektori Koostöö

Suurte ja keeruliste muinsuskaitseobjektide restaureerimine ja taaskasutusse võtmine on sageli avaliku sektori jaoks üksi liiga keeruline ülesanne. Samas suudab erasektor pakkuda täiendavaid vahendeid ja erinevaid lähenemisi, lisaks ka realistlikke ning teostatavaid ideid. Toimiva partnerluse saavutamiseks on oluline vältida meie-teie suhtumist, jagatud eesmärged, mida inimesed väärtustaks, on alati kergem saavutada ühiselt tegutsedes.



Šhubija Bejn Enti Pubbliċi u Privati: Sinergija tà Idejat

Ħafna drabi huwa diffiċli għall-aġenziji governattivi biex jidhlu waħedhom għax-xogħol tà restawr tà siti storiċi kbar u kumplessi. Is-settur privat jistà jipprovdi ir-riżorsi neċessarji, kif ukoll viżjoni alternattiva u realiżmu tà x’jista u ma jistax issir. Sabiex šhubija tà din ix-xorta tirnexxi huwa importanti li tinholoq sinergija effettiva b’għanijiet komuni u li thares l-interessi tà żewġ setturi.



Sociedades Públicas y Privadas: Una Conjunción de Ideas

A menudo, la restauración y rehabilitación de lugares con valor patrimonial es una tarea demasiado grande para que el sector público la emprenda a solas. El sector privado puede proporcionar recursos extra y puntos de vista alternativos. Para que cualquier asociación funcione es importante que ambos sectores trabajen juntos, con la meta compartida de ver el lugar restaurado y vivo, y la valoración positiva de los ciudadanos.

An adaptable public sector has to recognise that the days of ‘top down’ directive planning have gone, and that flexibility and openness to new ideas are essential. A responsive private sector has to operate in this new setting too. It must be willing to ‘play within the rules’ defined by the public interest, but at the same time use its creativity and enterprise to ensure that developments are not only viable but also sustainable over time. This collaboration increasingly takes the shape of public–private relationships that can range from formal joint-venture partnerships to informal working agreements. This section draws on the story of the Royal Arsenal, Woolwich, to suggest lessons and ideas that may be of wider application.

THE ROYAL ARSENAL PARTNERS

Four organisations are at the core of the partnership that has brought about change at the Royal Arsenal: three from the public sector (the London Development Agency,* the London Borough of Greenwich and English Heritage) and one from the private sector (Berkeley Homes Ltd). Alongside them are other important public-sector players (the Greater London Authority, Transport for London and the Environment Agency); private (the Teasland iOG) and not-for-profit (the Royal Artillery Museum) investors, and other agencies, businesses and associations (Table 1). The story of the regeneration of the Royal Arsenal is about the four key partners working from the mid-1990s to:

- assess the potential and heritage value of the site
- draw up and comment on plans for its future
- agree how to fund the massive amount of work required
- bring in other interested agencies and investors.

TABLE 1

Organisation	Sector	Nature of Involvement
London Development Agency	Public	Key partner: initiator
London Borough of Greenwich	Public	Key partner: local council
English Heritage	Public	Key partner: conservation/archaeology
Berkeley Homes	Private	Key partner: developer
Greater London Authority	Public	Strategic planning body for London
Transport for London	Public	London authority for road, rail, bus
Environment Agency	Public	National environmental issues
Port of London Authority	Public	River Thames conditions
Teasland iOG	Private	Developer (business space)
Royal Artillery Museum	Non-profit	Museum developer
Residents/Trade Associations	Voluntary	Consultees

PARALLELS

Defining the partners' roles

Malta's policy for the last two decades has been to parcel out various properties and areas around the Grand Harbour for regeneration. It is a very dynamic public-private-partnership approach in which consortia made up of various organisations take over the development and operation of the projects – from the biggest, like the Cruise Terminal and Waterfront Development, down to smaller projects like the Fondazzjoni Wirt Artna's initiatives for historic sites. All must comply with two levels of public-sector control – the Action Plans and Development Briefs prepared by the Malta Environment and Planning Authority, and the requirement of the Superintendence for Cultural Heritage for management plans to be submitted for any sites taken over under guardianship commitments.

* The role of English Partnerships' London Region office was taken over by the London Development Agency in 2000. For simplicity, all references in the text are to the London Development Agency, although in its crucial early stages the project was run by English Partnerships, many of whose key staff later transferred to the London Development Agency.

STIMULATING REGENERATION IN A WEAK MARKET

The regeneration of historic sites in areas where there is low pressure for development requires the public sector to take a greater role in creating the conditions for change. This was exactly the situation at the Royal Arsenal, Woolwich, in the early 1990s. The Arsenal was a big, complex site with high costs for repairs, decontamination, archaeology, demolition of unsafe structures and the renewal of infrastructure, while the surrounding south-east London property market generated the lowest prices in the metropolitan region. There was consequently little developer interest in new housing, a recent history of industrial decline and no surplus value to support historic or cultural investments such as museums or education.

The London Development Agency (English Partnerships) has thus spent more than £45 million (€66 million), over a nine-year period, on encouraging the Royal Arsenal's regeneration. Not only that, but the public money has had to be spent mainly at the 'front end' of the project. Indeed, at the outset, that is the only investment going into the site. Gradually, though, market interest responds to the new conditions being created and the private investment curve starts to rise. At some point the two curves intersect. By 2006 private investment (£197 million, €288 million) in the Royal Arsenal had greatly exceeded the initial public spending, and it is set to reach £577 million (€842 million) once the expansion into the adjacent Warren area has taken place.

Judging the balance of public-private spending, and estimating when the intersection will occur, is difficult and every site is different. In 1998 public expenditure in the Royal Arsenal had to be justified to central government in terms of a forecast of how the private market was expected to respond. Eight years later, this estimate of private-sector investment has been greatly exceeded.

The role of the public agencies is not limited to this front-end effort. Site management will continue to rely, at least to some extent, on the agencies or local government. Publicising the opportunities, selecting development partners, modifying the plans and negotiating with other parties are all tasks that fall to the London Development Agency, though other partners will progressively take up more and more of the effort. Eventually, there needs to be an exit strategy: when the regeneration is under way, and fully self-sustaining, the key public-sector partners can withdraw from day-to-day involvement, although this too is an operation that requires careful planning and execution.



Pinto Wharf, rehabilitated as part of the cruise-liner waterfront development, Grand Harbour, Malta.
© EH

ENGAGING THE PRIVATE SECTOR

Although the public sector's role is crucial at the early stages, experience suggests that it cannot do everything, and should not try to. Any project of this kind will need private-sector resources, ideas, confidence and backing, and the market-driven understanding of values, costs, potentials and risks. Without bringing in private investment and expertise, most projects will remain dependent on government funding, therefore at risk of changes in policy, and in an economic sense essentially unsustainable.

At the Royal Arsenal the search for a private-sector partner began as soon as the London Development Agency had developed an outline masterplan, English Heritage had undertaken rapid building assessments, and the major site-preparation works were under way. Once evidence of market interest and potential developer commitment had been confirmed, the London Development Agency ran a competition to find a development partner, the criteria for which included knowledge and understanding of this type of sensitive development, commercial awareness of land value and potential returns, experience of development phasing, planning, design quality and, above all, a willingness to engage with the masterplan's vision for the site.

So that the choice could be made on the basis of both quality and price, shortlisted bidders were invited to submit separate design proposals and financial bids – as a result of which Berkeley Homes Ltd were selected for the main residential phase of the project. A formal Development Agreement that detailed the rights and obligations of both landowner and developer was then used to provide a firm base for the residential phase to proceed. The same successful approach has been adopted for all other phases of the site's development.

The approach to private-sector engagement will vary greatly, from country to country and from site to site. Every place is governed by its own particular circumstances: time pressures, local politics, the nature of the relationship sought, the market potential, etc. No 'one-size' solution will fit all cases.

PARALLELS

Formal or informal partnerships?

In **Malta** a private-sector consortium (Cottonera Waterfront) is already involved in the regeneration. The relationship is much more informal than the elaborate legal agreement at the Royal Arsenal. Many elements of the Grand Harbour/Vittoriosa projects are also entirely in the hands of the voluntary sector, supported neither by public money nor by cross-subsidy from private elements.

For the **Real Carenero** in Cadiz, it is assumed that the municipalities and University of Cadiz will execute the restoration project, and then engage with the commercial tourism and leisure sectors to create attractions on site. This raises the important questions of:

- how can private money be channelled into the overall venture, not just for freestanding commercial schemes within it? and
- how can some of the growth in value (as regeneration happens) be captured for the public benefit? In the long term, the tax system does this – but not necessarily locally, and often not quickly. In the English system, special legal agreements tied to the planning permission (Section 106 Agreements) can be used for this purpose – at the Royal Arsenal they provided funding for the local highway network, rapid transit investment, heritage interpretation, local labour initiatives, a local-education network and environmental monitoring.



The Royal Arsenal, Woolwich: during the site's regeneration, this was the largest soil-washing plant in Europe. © OA

PARALLELS

Public-sector finance and private investment

At Tallinn, deciding what to do with a site as big and difficult as the Battery is seen to involve political risk. The costs will be great; until recently there was no unified position on its future, and the site is not made up of individual components like Woolwich or Malta. A single over-arching decision was not only possible but a necessity. However, seed-corn public finance is unlikely to be forthcoming until the site's future can be agreed. Leasing part of it to a private group will enable public awareness to increase but it will not overcome the fundamental problem of finance, which is likely to depend on the vision of a wider masterplan which is in turn inextricably linked to the identification of the future vision for the site and the anticipated mix of partners.

Malta's tradition has been to hand sites over to developers, with conditions about heritage preservation included as a control mechanism. Although the government is now studying public-private partnerships as a funding model, it is unlikely to be able to provide the scale of finance needed to lead regeneration as at the Royal Arsenal and is instead expected to opt for a private-voluntary-sector model.

THE ROYAL ARSENAL: THE PRIVATE-SECTOR PERSPECTIVE

Private investment is difficult to attract at the outset of a project like the Royal Arsenal, but commercial developers and investors are always looking for opportunities. If they can get in at the start of a development, they have the chance to capture several benefits that include the potential for considerable growth in value, the chance to shape a development in their own way and the prestige of association with a high-profile regeneration project.

Underlying their commitment are judgements about the potential for turnover and profit.

The key, therefore, is to find private-sector partners who will take a long-term view that accepts the need for early costs and a slow build-up of returns.

In the case of the Royal Arsenal, this is exactly what has happened. Since Berkeley Homes Ltd were selected as the preferred residential developer in 2000 values have begun to rise and investment returns have steadily improved. Moreover, the scale and potential of the project have expanded dramatically, allowing it to become an archetypal regeneration scheme in London.



Staff from Berkeley Homes Ltd overseeing building work at the Royal Arsenal, Woolwich. © BHL

THE ROYAL ARSENAL: THE LOCAL-AUTHORITY PERSPECTIVE

Local public authorities (municipalities, councils, boroughs) are involved in many different ways in this sort of regeneration and heritage conservation project. Unlike companies and single-purpose agencies, they have many duties, and their elected members are interested in every aspect of change. Greenwich Borough Council (the municipality for the area around the Royal Arsenal, Woolwich) is thus responsible for regeneration, regulation (planning permissions, building control), highways, community services, education, interpretation of local heritage, tourism and heritage conservation.

One of the difficult acts that English local authorities have to perform is balancing their regulatory control of development and their promotion of change. Local councils want change to happen if it will benefit their residents, but they also have duties to ensure that new development complies with the law, is of good design and contributes to the costs of the services it will need from the local community. Greenwich Borough Council's role in the redevelopment of the Royal Arsenal has always reflected this dual focus: support of the initiative in principle, but careful and sometimes critical control of the process of change.



Castillo de Santa Catalina, Cadiz, an example of a fort restored by local initiatives, now used to house exhibitions. © EH

British municipalities are in general less powerful than their European counterparts. They have fewer independent resources (being more dependent on central government), and have to rely more on partnerships with other agencies if change is to happen. This means that the role of regional and national agencies such as the London Development Agency and English Heritage is more important than it is in countries with strong municipal governance. Lessons from the Royal Arsenal about what the municipalities can and should do have therefore to be treated with caution. They are very specific to the British setting and experience.

PARALLELS

Regulation versus promotion

In Tallinn the Battery possesses 100sq-m rooms with sea views that have the potential for hotel use. But heritage-protection requirements prevent change to the internal structure. Is the public sector's regulatory role here restricting its promotional role in relation to creative re-use of the heritage? Or is the answer to permit development in the adjacent area to pay for the multi-function public use of the core historic building?

In Cadiz, the municipalities – especially San Fernando – are playing a more creative role. Earlier examples of heritage-led regeneration in the region, such as the conversion of convents to hotels, have shown how a flexible approach can allow key historic features to be preserved at the same time as permitting enough change to make the development viable.

THE ROYAL ARSENAL: THE PERSPECTIVE OF OTHER AGENCIES AND ORGANISATIONS

Even though they were not part of the core partnership between the London Development Agency, the developer and the council, several other organisations played an important part in the story of the Royal Arsenal's regeneration. From the earliest stages English Heritage was the



Above: A sea view over the Baltic from the Battery, Tallinn. © EKA

Left: Roof scaffolding on Building 49 at the Royal Arsenal, Woolwich. © BHL

key partner in relation to conservation, heritage and archaeology. Two other regional bodies, the Greater London Authority (the strategic planning body for the capital) and Transport for London (the capital-wide authority for road, rail, river and bus), are the equivalent of Spanish Region de Andalucia, and Provincia de Cadiz. They need to be aligned in policy terms, but they are not necessarily key drivers of the process nor do they have to be engaged on a day-to-day basis.

Other bodies that typically become involved in large regeneration projects in addition to smaller local groups are statutory regulators, investors and special-interest pressure groups. These will vary enormously from place to place and from country to country. In the case of the Royal Arsenal they included the Environment Agency (the national regulator on environmental issues), the Port of London Authority (responsible for the River Thames), Teasland iOG (as the developer of the new business space) and the Royal Artillery Museum (as the developer of the Firepower museum, the site's principal tourist attraction).

PARALLELS

Getting all the local authorities on board

The historic site of the **Real Carenero** in Cadiz is mainly in the Puerto Real municipality but is shared with San Fernando which is the nearest town centre. The University of Cadiz is a key catalyst in the relationship between the two towns concerning the regeneration of the Real Carenero. National and regional ministries and departments are also involved: Defence, Public Works, Environment and Culture. The location of the site in a nature reserve adds to the complexity. The SHARP project has been the opportunity to co-ordinate them – and to relate the work to the celebrations in 2012 of the 200th anniversary of the Spanish constitution in Cadiz. This collaboration is happening despite the different political complexions of the three authorities.

The **Grand Harbour** in Malta has been the subject of studies and masterplanning for more than two decades. These have mainly been by the Malta Environment and Planning Authority and the most important resulting document was the 2002 *Grand Harbour Local Plan*. The Superintendence for Cultural Heritage (the state regulator for cultural heritage affairs) is involved at a national level, while locally a masterplan for Vittoriosa has been prepared by the Cottonera Rehabilitation Committee, a government agency tasked with the urban regeneration of the Cottonera. These together provide a reasonably integrated framework within which the voluntary Fondazzjoni Wirt Artna and the private investors can operate.



View of San Fernando, with Battery No. 1 in the foreground, Real Carenero, Andalusia. © UCA

OVERVIEW

Every regeneration case and every city is unique. But there are some underlying principles that can be recognised:

- working together in a partnership that suits the specific situation – not trying to import a model that happens to have worked elsewhere
- recognising that each partner will have different objectives – not trying to force impossible unity. When private and public sectors work together, it can help to identify conflicting interests so that compromise can be reached, and shared aims agreed
- creating confidence through partnership – the Royal Arsenal project would not have happened if the partners had not been confident that they could achieve their objectives, without basic conflicts of purpose
- accepting that each partner's role will change over time – the public sector will tend to be intimately engaged at the start, but much less involved as the regeneration gains momentum.



Vittoriosa Wharf, Grand Harbour, Malta. The central waterfront building now houses the Maritime Museum. © EH

This section has been co-ordinated by Martin Crookston (Llewelyn Davies Yeang) and Tim Griggs (London Development Agency)

Heritage: The Power of Historic Place

Summary

Informed conservation of an historic site must be at the heart of any regeneration scheme. Unless it is, there will be a risk of removing precisely those aspects of a site that make it special, both in its overall form and in its fine detail.



Muinsuskaitse

Ajaloolise kinnistu puhul on väärtuslike detailide hoolikas säilitamine nii planeerimisel kui kasutamisel määrava tähtsusega. Selle põhimõtte eiramine toob kaasa riski kaotada objekti omapärasest tulenevad väärtused.



Il-Wirt Storiku u Konservazzjoni: Bilanċ u Awtentiċità

Il-konservazzjoni ta bini storiku trid isehh b'sensittivita kbira u trid tigi kemm mahsuba kif ukoll implimentata f'kull programm ta rigenerazzjoni. Jekk dan ma jsehhex jista jirrizulta propju fi tnehhija ta dawk l-elementi li jaghmlu is-sit tant partikolari. Huma hafna l-aspetti li jridu jiggu rispettati bhil dettalji, materjal, forom u volumi.



Asuntos Patrimoniales

La conservación sensible de un lugar cargado de Historia debe ser el núcleo de cualquier esquema de regeneración. De lo contrario, se corre el riesgo de perder esos aspectos que hacen del lugar un sitio especial, tanto en su forma como en sus detalles.

THE OFFICIAL PLANNING FRAMEWORK

Regardless of the regeneration vision for a site and the strength of resolve and financial commitment to see it through, nothing can be progressed in isolation from the official planning process.

In the United Kingdom the general presumption of a planner considering a development proposal is to grant planning permission. This provisional view is then tested against the full range of related planning considerations before a recommendation is made to the elected members of the planning authority. In the case of approval, this is usually qualified by conditions and/or legal agreements. In the case of an historic site, many of its buildings will be officially protected, and this guides the level of possible change. This is also the position in Malta.

At the Royal Arsenal at Woolwich, certain buildings have been included in the statutory national list of buildings of special architectural or historic interest. The current process of listing is administered by English Heritage and its purpose is to identify those buildings within each local planning authority's area that are of historical or architectural interest. Listing is not simply about preserving buildings but instead is intended to ensure that changes to them are managed in ways that allow their special character to be conserved and enhanced. A proposal to extend, alter or demolish a Listed Building requires official permission – Listed Building Consent – from the local planning authority supplemented by advice from English



New with old: a mix of buildings within a redeveloped part of the Royal Arsenal, Woolwich. © BHL

Heritage where necessary. At the time of writing, the United Kingdom government is considering combining the current complex system of heritage protection measures into a single designation system. In Malta, control of proposals affecting historic sites is through the Malta Planning and Environmental Authority, who must consult with the Maltese Superintendence for the Cultural Heritage.

The historic Royal Arsenal has also been declared a Conservation Area by Greenwich Borough Council, the local

planning authority. This designation recognises the historic character of the Royal Arsenal as a whole and its aim is to prevent any new development harming that character. Conservation Area designation is a material consideration when considering any proposals for development, including the demolition of existing structures. Formal consent is required for the demolition of any unlisted building within the area. Though a relatively new concept in the Maltese planning system, area designation is also practised in Malta. An Urban Conservation Area is an area of architectural and historical importance, a designation protecting the character of an area through the terms of the Development Planning Act and Structure Plan policies.

In the United Kingdom all developments beyond certain defined limits require planning permission. This requires the local authority to take into account the impact that development will have on the settings of Listed Buildings and on the character and appearance of the Conservation Area. In granting permission the local authority can apply conditions, such as a requirement to carry out archaeological investigations and to record historic fabric in advance of construction work, or procedures for approving the designs for any new buildings, the materials used in their construction or the landscaping of the area around the buildings.

In granting planning permission local authorities can also enter into legally binding agreements with a developer with the aim of gaining particular benefits for an area, or conversely of making sure that the proposed development is not used in inappropriate ways. This power is particularly useful in securing improved community and transport facilities, the provision of public art or measures to mitigate the negative impacts of a development on the locality, such as vehicle-parking restrictions or improvements to landscaping. This principle is also practised in Malta.

In Spanish planning law there has to be a measure of interaction and understanding between public- and private-sector interests. The sustainable regeneration of the Real Carenero can therefore only be achieved through a process of cautious negotiation and general agreement.

HISTORICAL RESEARCH

A thorough programme of historical research is an essential starting-point in the prospective redevelopment of any historic area. A firm foundation of historical facts not only supports understanding of the site and its significance but also invariably places it within its wider historic and landscape context. At the Real Carenero in Cadiz, for example, the demonstration

of an historical link between the Suazo Bridge, which crosses the Santi Petri waterway, and the wing batteries promises to be the catalyst for the Arsenal's regeneration.

With important institutions like arsenals the amount of surviving cartographic and primary documentary material can be huge, ranging from small-scale maps of the overall site to detailed building plans, engineering drawings, historical views, minute books, letters and photographs. Earlier studies or publications may also provide historical accounts of the development of the site, assessments of its surviving buildings or descriptions of its social life. The information may be held at a number of museums or archives; initiative and research skills can uncover valuable, previously unknown material. In the case of Malta during her time as a British colony, substantial drawn and written records of the British military estate survive in the National Archives, London.

The principal purpose of the research is to create a baseline understanding of the history, nature and significance of the site. Understanding what is special about it must inform every element of the redevelopment and allow as much as possible of this significance to be preserved and hopefully enhanced, such as in the restoration of the Santi Petri waterway (old San Pedro) in Cadiz that has been the subject of abandonment and decay. It is essential that architects, designers, landscape architects and other environmental consultants working on regeneration projects are fully aware of the findings of historical research and what is significant about the site.

STATEMENT OF SIGNIFICANCE

At the Woolwich Royal Arsenal, Oxford Archaeology (one of Britain's major historic environment practices) was first consulted by the London Development Agency in 1999. The resulting research document, *Conservation and Curation Advice*, assessed the significance of each distinct part of the Arsenal as well as detailing the archaeological features that might be uncovered in each area and the building-recording works that should be undertaken. The document also provided advice on how to preserve the special character, as well as the fabric, of the site.

With hindsight it can be seen that *Conservation and Curation Advice* was commissioned too late in the development process. Budgets and the initial scope of works had already been set and recognition of the historic issues affecting the site was then further delayed by the time taken to collect the data and produce the report. The document was thorough and detailed, but a shorter, punchier document or an executive summary, perhaps accompanied by a series of 'statements of significance' – descriptions of that which makes an area, archaeology or building special in terms of the historic environment – might have been more useful to those engaged in progressing the development. As it was, because it was not seen as a central element within the planning process apart from when key decisions were being made, the information contained in the report went largely unheeded and the project proceeded without an overarching strategy for handling the historical significance of the site.

At Cadiz, the availability of a statement of



Staff of Oxford Archaeology undertaking building-recording work ahead of the rehabilitation of a redundant building at the Royal Arsenal, Woolwich. © OA

significance would assist understanding of the Real Carenero by highlighting its role in defending the pass, its bridge and the harbour of the Spanish Royalty, as well as its function as an outpost of the Arsenal of the Spanish Crown and, supremely, its role as a bastion against Napoleon's army.

In the case of the Malta at War Museum and shelter complex, a management plan was prepared during 2006, based on widespread consultation with organisations, stakeholders, visitors and local citizens and the consequent refinement of an earlier draft management plan. This new plan sets out aspirations for the long term, identifying the related conservation measures that need to be taken.

Returning to the Royal Arsenal, Woolwich, commercial pressures to redevelop the site and the less sympathetic attitudes to the historic environment that still prevailed in 1999 would together have prevented heritage from leading the development proposals, even if all the baseline historic information had been in place on day one. Remediation (clearing the site of 'obstructions', including archaeology and contamination) was instead allowed to become the main driving force and this was seen as being in conflict with heritage. With hindsight the site's heritage can be seen as a major opportunity that was never fully exploited because of the perceived priority to clear large areas as quickly as possible to enable development. A slower approach that rolled the remediation and archaeological work from area to area with a smaller team of contractors would have provided continuity and strengthened expertise.

These preliminary works could have been promoted to the public through websites, open days and other media that made explicit the link between the site's past and future uses – in particular the Firepower Museum and the Greenwich Heritage Centre visitor attractions. A rolling programme of historic recording could also have provided a better bridge between the original outline masterplan and its more detailed successor. For example, if the site's historic buildings had been considered at an earlier stage, the outline masterplan could have provided clearer interim guidance about preferred end-uses, subject to refinement as their histories were progressively better understood. The lack of a preliminary recording phase also led to certain areas of the site being excavated twice, initially to clear contamination from the upper levels, and then a second time when the lower levels needed to be cleared ahead of construction.

At the Battery, Tallinn, comprehensive surveys to direct the outline of the conservation programme are under way and these should pre-empt unnecessary action and duplication of effort.

In the case of Malta, the various rehabilitation projects proceeding in the harbour area have not followed an overall plan or methodology. This strategic deficiency has resulted in a hotchpotch of interventions, much duplication of effort and no cohesive product. The 2003

Action Plan for Valletta and Cottonera should be an important step towards a masterplan for the entire area.

One of the key lessons to be learned from the Royal Arsenal project at Woolwich is that everyone concerned with regeneration must be committed to the overall value of the site, not just its financial value. From the outset it is vital to know what all the stakeholders think about the heritage, and what they individually want from it. If historic environment experts try to impose their own notion of heritage, they will



View of Battery No. 3, Real Carenero, Cadiz, Andalusia.
© UCA



Above: View of the stairwell within Building 37 (Grand Store) ahead of restoration, Royal Arsenal, Woolwich. © BHL

Right: The restored stairwell within Building 37, Royal Arsenal, Woolwich. © BHL



never have more than limited success. The Royal Arsenal experience has shown very clearly that baseline knowledge and stakeholder analysis need to be combined at an early stage, and presented in a form that all parties can relate to and understand. This is not a conservation plan in the traditional sense, but a broader and more integrated document, website or presentation that succeeds in enlisting support from all parties: a 'heritage policy for development'.

PARALLELS

The surveys undertaken in **Malta** were of three types. Feedback was invited and received from stakeholder organisations, which included the local authority, amenity societies, central government agencies and private-sector companies working locally. In addition, questionnaires were completed by local residents and visitors to the shelters complex. This investigation sought opinions from consultees on the overall worth of the enterprise, ideas for improvements and confirmation of 'ownership' of the shelters complex and its story by the Maltese people as a milestone in their history and culture.

In **Tallinn**, the challenge presented by the Battery in this regard is formidable. The negative associations of the site, built up over more than 80 years during its use as a prison first by the inter-war Estonian Republic, secondly during the Nazi occupation of the Second World War and finally throughout the post-war Soviet period, mean that there is a vast amount of cultural baggage to confront, interpret and explain objectively before many citizens can even accept the concept of the site's conservation. Fortunately, in 2002, three years before the Battery ceased being used as a prison hospital, the Tallinn Cultural Heritage Department imposed Special Conditions of Heritage Conservation on the site. These granted an extended period for full survey and assessment of all features before any scheme entailing physical alterations could be considered. The interval between the end of penal use and future rehabilitation of the site has dovetailed with the participation of enlightened volunteers, who undertake general housekeeping and grounds maintenance as well as interpreting the site to a large number of visiting Estonian citizens and an increasing stream of foreign tourists.

Since 1999 attitudes to the historic elements of the Royal Arsenal have changed and heritage is no longer regarded with the suspicion it was at the outset. Instead it is seen as an asset. One of the most promising aspects is the open communication and consultation that both the London Development Agency and Berkeley Homes Ltd have fostered. This has resulted in an increasing mutual understanding among the site's stakeholders that is leading to greater co-operation and an appreciation that heritage and development can be mutually beneficial, even if some compromise is often necessary. There has been a gradual convergence between those who see heritage as important and those holding the budgets. However, that convergence came only after some of the site's essential industrial character had been removed as part of the early development process. Possibly a greater re-use or retention of the original paving materials and railway trackwork within the streetscape would have tempered the 'suburbanisation' of the Royal Arsenal by providing stronger links between the retained historic buildings and thereby preserving more of the Arsenal's unique character and sense of place. This is something that at least in part can be addressed in future phases by the re-use of recovered materials.

Historical research allows the development of archaeological mitigation strategies that are not only well informed but can also serve as predictive models of what is likely to be found once construction work begins. This allows developers to accommodate the historic elements within their development process and the detail of the intended design work, or failing that to make provision for their proper recording.

In the case of the Royal Arsenal, Oxford Archaeology built up a substantial archive of data that included digitised versions of all the key historic maps. This has proved to be an invaluable tool because it allows development proposals to be superimposed on the historical background, allowing for quick and efficient assessment of their impact. It also allows archaeological works to be more focused and targeted than would otherwise be possible.

HISTORIC BUILDING RECORDING

A characteristic feature of the Royal Arsenal is the number of direct links that exist between superstructure and buried archaeological evidence. Because they tend to be covered by different legislation and professional specialists, the above- and below-ground elements of a site often end up being dealt with separately during the development process. One of the challenges at the Royal Arsenal was to integrate the two forms of recording to provide a coherent overall picture of the site's historical significance.

On a large site with different phases of development and many historic buildings, it is



A burst radiator at the Battery, Tallinn, caused by water accumulating in the system over winter when the building was vacant for the first time. © EH

important to identify research agendas and themes to focus recording.

Sometimes the research questions will only become apparent as the work progresses, but a consistent approach is nevertheless required if a worthwhile synthesis is to be produced, especially when different individuals compile records over a prolonged period.

Following agreement of the record's level of detail, each building at the Arsenal was visited three times. Most of the record was made before the building was touched by the builder, but was then supplemented following the

removal of modern partitions and false ceilings. The third visit was made when major structural changes were under way. Efficient working between the archaeologist and the developer facilitates rapid completion of the work. Preliminary results can be rushed to the developer's designers so that important features or fixtures can be conserved *in situ* or reinstated within the conversion.

Greenwich Borough Council now issues all planning permissions for the conversion of historic buildings at the site (some of which are not listed) with the condition that a record of the building must be made. Each structure is comprehensively photographed, described and interpreted with regard to its history, development and use and a series of explanatory plans, elevations, sections and detailed drawings is prepared. The main work is done prior to the start of building works and each record is complemented by a 'watching brief' that allows further identification and recording of previously hidden features as the work proceeds (for example, after plaster removal). Although the main recording at the Royal Arsenal has been undertaken by commercial historic-building investigators (Oxford Archaeology) the expertise of a number of other specialist consultants has also been harnessed. Building a team of experts whose knowledge can be drawn on is invaluable in providing a consistent approach to the recording and interpretation of heritage.

BUILDING FABRIC

In the regeneration of any historical site, a balance needs to be struck between conserving historic fabric and allowing its alteration to accommodate new uses. Generally, the aim should be to alter the existing buildings as little as possible, thereby preserving the maximum of their historic fabric and character. This is a principle enshrined in international protocols on the conservation of buildings and sites and practised in most countries.

Often the most important element of a building is its external shell. When buildings are being converted into private dwellings, as at the Royal Arsenal, Woolwich, the elevations and roofslopes are all that the vast majority of people will see and their understanding and enjoyment of the site will largely be based on these features. Many of the conversions undertaken at the Royal Arsenal have been very successful in retaining the external shells with minimal alteration. Fortunately, these buildings have regular fenestration, which makes them particularly easy to convert to dwellings because only minimal alteration to the shell is needed for either constructional or aesthetic purposes. Another reason that the conversion of these buildings has been so successful is the fact that their exteriors have not been comprehensively



The restored exterior of one of the Grand Store buildings, Royal Arsenal, Woolwich. © BHL



Interior view of one of the floors in the Grand Store, Royal Arsenal, Woolwich, showing the scale of the spaces available for conversion into residential units. © OA



Interior view of an equally large interior space within No. 1 Dock, Grand Harbour, Malta. © EH

cleaned. For much of its history the Royal Arsenal would have been a very dirty place, full of chimneys belching smoke; retaining at least a limited reminder of this in the form of smoke-darkened buildings is therefore important.

Historic arsenals, however, frequently incorporate industrial structures that do not convert easily to new uses. Finding new uses for these structures is an important task but it also needs to be recognised that tough choices may have to be made. When assessing priorities it is important that the available built-heritage resource should always be considered as a whole. Sometimes we can only save those elements that it is realistic to retain rather than those we would like to preserve, but wherever possible the internal spatial arrangement of a building should be conserved. Many of the buildings at the Royal Arsenal comprise vast, open industrial spaces and this is an important aspect of their character. New uses that are able to retain and use such areas are limited and in a large multi-use regeneration scheme it is inevitable that many such spaces will be subdivided. Firepower (the Royal Artillery Museum) and the Greenwich Heritage Centre largely retain the historic, open form of the buildings they occupy and thus encourage a thorough appreciation of their historic character. In contrast, conversion of the Grand Store range along the riverfront into dwellings has inevitably required the compartmentalisation of the formerly open interiors.

Where alterations have to be made to the external shell of a building, different approaches to conservation can be considered. One common method is to attempt to match the new fabric as closely as possible to the existing and to make the new elements look old. This approach can be aesthetically pleasing and ensures that the new-build does not overpower the original, although there is a danger that confusing what is historic and what is modern might reduce understanding of the building. A Maltese solution is to emphasise the boundary between old and new masonry by slightly recessing the new wall, although Fondazzjoni Wirt Artna stress (as is conventional among building-conservation authorities) that each case is unique and must be considered in its particular cultural and physical context. Another option is to ensure that the new fabric is visually distinct from the old. This can be taken to the extreme by using modern materials unsympathetic to the building, but a more successful compromise is possible by using the same type of material as the original (for example, brick) but of a subtly different colour.

The decision about which approach to adopt is also likely to be influenced by the purpose and age of the buildings. Those within the Royal Arsenal are predominantly industrial buildings and this aspect of their character has informed the way in which they are adapted for new uses. Most of those being conserved and regenerated date from the 19th century and are more similar in their method of construction to modern buildings than those of earlier

periods. Similarly, at the Real Carenero, many of the outworks and batteries are made of concrete, so use of this 'modern' material in repairs is appropriate, provided that great care is taken to ensure that the composition of the modern material is distinct from the old work. Whatever the materials used in restoration work, adaptations should ideally be effected without damage to the surviving historic fabric so that if necessary the new work can be removed and the *status quo* reinstated.

The significance of many industrial buildings derives from the processes they accommodated. Internal machinery such as hoists, winches, engines and railway track, which provide clear evidence of former activities, can therefore be among the most important features of a building. As many of these should be retained as possible, but there has to be a balance between conservation and practical adaptive re-use. At the Royal Arsenal many features, including large hydraulic hoists, have been successfully incorporated into private apartments and this strong reminder of the history of the building is seen as an asset, rather than an inconvenience, because it makes the development distinctive and attractive. Likewise, at the Real Carenero, lighting, lamps, gas pipes and wires should be left visible as few people realise that such items would have existed during a significant part of the site's history.

One of the distinctive characteristics of several of the converted buildings at the Royal Arsenal is that most of the internal walls have been sandblasted, leaving the brickwork exposed. This is a cosmetic compromise and although it enhances the rugged, industrial character of the buildings it should be appreciated that the walls would historically have been painted rather than exposed. At the Real Carenero, the structures will similarly need to be cleaned and cleared of modern additions that, while they testify to its recent use, do not fully represent the historical significance of the site. Equally, fine judgement needs to be brought to bear on the treatment of exposed and fragile archaeological features or deposits. Sometimes their stability might best be assured by keeping them buried; thus new roads or pathways may need to be constructed in order to preserve surviving original surfaces.

ARCHAEOLOGICAL FIELDWORK

In addition to the recording of the standing buildings, the conservation of the heritage at the Royal Arsenal has also involved the preservation, by record, of below-ground remains that were likely to be affected by the development. This archaeological work has been of three kinds:

- evaluation – normally in the form of test pits or trenches in areas due to be affected by development to test the perceived archaeological potential



The poor condition of Battery No. 1, Real Carenero, Cadiz, Andalusia.
© UCA

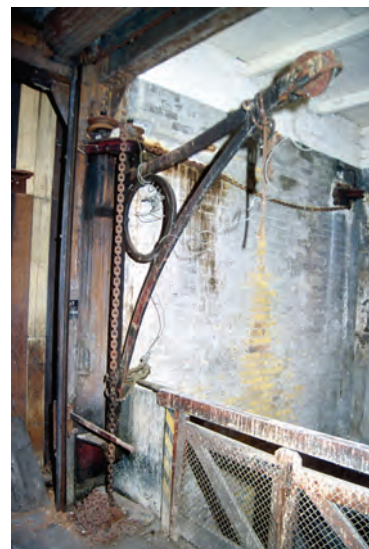
- area excavation – when a significant area of archaeology is to be disturbed or destroyed by development
- observation and recording – the monitoring of development groundworks where any revealed features are either dealt with immediately or highlighted to all the interested parties so that adequate provision can be made to excavate or locally preserve them.

A flexible approach is essential. Existing ‘Zone’ and Building Numbers relating to areas of the site are combined with CAD mapping to locate information. Oxford Archaeology use a system of unique number recording and a range of excavation and recording levels depending on the specific circumstances. At the Real Carenero, archaeological investigation is expected to be most enlightening within the silted-up waterway system. It is also likely to be an effective tool for assessing and complementing the historic record in respect to the form, nature and extent of courtyards, pathways and roads, platforms and machine bases. Once a scrap-metal yard and nearby roadside house have been removed, archaeology will have a clear role in informing the nature of the restoration programme.

Large historic sites that are being regenerated over a number of years sometimes become physically or administratively subdivided. The Royal Arsenal, Woolwich, is consistently viewed as one single site and this is a principle that has governed all subsequent thinking. Overarching archaeological phases have been defined, which allows evidence found in different episodes of fieldwork to be linked. Considerable effort has also been made to apply consistent techniques across the site, although sustaining this principle can be difficult in a free-market commercial environment in which numerous different multiple-client developers and archaeological contractors are working alongside one another. Thankfully, at the Royal Arsenal a single developer has dealt with the majority of the site and most of the other parties involved have used the same archaeological contractor. Unfortunately, the English planning system has no mechanisms for guaranteeing that this kind of co-ordination takes place, so it is particularly important that locally agreed terms of engagement are put in place at the outset of complex projects of this kind.

ARTEFACTS

The artefacts found during the investigations can offer great possibilities as well as potential problems. At the Royal Arsenal some of the objects have been so large that they could not be (and did not need to be) placed in storage for their protection or later conservation. Colossal items such as steam-hammer bases and steam-engine bases are in no danger of being stolen and they will not suffer from being exposed to the weather. Disposing of these objects would represent a considerable problem for a developer but they can be of enormous benefit to the site when incorporated into permanent external public displays. If properly presented, they can enhance people’s appreciation of the site by increasing their understanding of its history and former use. At the Real Carenero, for example, it is likely that ships’ timbers will be recovered from the canal and/or dock; appropriately conserved and displayed these will strongly reinforce the maritime-historical aspect of the site.



An example of the type of internal fixture that can be restored and incorporated within the design of a new apartment, Royal Arsenal, Woolwich. © OA



The legacy of neglect: the current state of part of the Real Carenero, Cadiz. © UCA

Preserving these objects in their original locations is generally the best option, but where that is not possible they may be relocated to an alternative part of the site. In this case, it becomes important to provide interpretation panels and leaflets to explain their meaning to visitors. On another level, very large structural artefacts can enrich the site as pieces of public artwork that are appreciated for their sculptural forms as well as historical significance. At the Real Carenero the introduction of artefacts such as cannon, flags and ships will help recreate the ambience of the site without materially affecting its historic fabric.

At the Royal Arsenal, the need to provide temporary storage for some large finds has posed considerable practical problems. Different types of gun, cannon-ball, gun liner and gun carriage, parts of machinery and other industrial remains are not easily transported or stored off-site and it can be equally difficult to provide a secure on-site area where large numbers of very heavy finds can be stored for a period that could extend over several years.

Questions also arise with regard to the possible re-use in the development of granite-block road surfaces, railway track, items of street furniture or salvaged building materials that could assist in conservation of the site's character. While it is not always easy to quantify the value that these artefacts bring to the development, there is no doubt that their history and industrial character can be among its greatest selling points. Displaying major artefacts and reusing historic material – provided that they are handled appropriately by discerning designers – are opportunities for referring to the history of the site in attractive and interesting ways. It is important that re-sited artefacts are positioned with great care so that modern street furniture does not detract from them.

What should be salvaged and how such items are reused is a matter for debate; there can sometimes be a gap between the vision and the implementation, particularly when a firm policy has not been agreed and adopted at an early stage. At the Royal Arsenal, all parties have made concerted efforts in this direction, but with only mixed success because of a combination of practical constraints and the lack of a formal, overarching policy.

HEALTH AND SAFETY

Contamination from the residues of industrial processes and unstable trenches, unsafe buildings and general development activity all have health and safety implications that affect how archaeological work is undertaken on former industrial sites. This will sometimes mean that historic artefacts are simply not retrievable. At the Royal Arsenal, Oxford Archaeology found that it was better to deal with this issue boldly and with the agreement of all parties rather than to attempt a half-hearted recording exercise. The time and money saved could then be more usefully deployed elsewhere. This will be a particular challenge for either an integrated or a rolling incremental programme of conservation at the Battery in Tallinn, given the range of fabric and features surviving from its time as a remand prison and prison hospital.

MONITORING AND REPORTING

At the Royal Arsenal, English Heritage has carried out the monitoring of the historic mitigation in respect of archaeology on behalf of the local planning authority. To minimise delays to the development, regular on-site decision meetings between Oxford Archaeology, the developers and English Heritage have been designed to allow quick and effective responses to historic issues. A system of ‘summary statements’ has been introduced to streamline the otherwise cumbersome process of reporting, making it easier to satisfy planning conditions and reach decisions regarding further work.

Beyond the summary statements, reporting takes the form of ‘client reports’ and ‘post-excavation assessments’ that review and analyse the results from defined areas or phases of the development, eventually leading to a ‘final publication’ for the entire site. The results of the investigation may also be disseminated to wider audiences through published articles, popular pamphlets, websites or display and information boards.



A scrap-metal yard on the site of the former dock alongside the Real Carenero, Cadiz. © UCA

CONCLUSION

In addition to preserving historic information about a site and presenting it to the public, heritage-conservation work can increase the commercial value of a site and assist promotion of regeneration projects. Enhancing our understanding of the history and significance of the built environment makes it a more attractive place to live, work and visit. It is also the case that historic sites benefit from an approach that grants an incentive for their adaptation, but not to a degree that jeopardises their core cultural significance.

At Woolwich, the Royal Arsenal has presented particular challenges because of the scale and nature of the historic resource and the number of stakeholders involved. Over the period of the project, recording and conservation methodologies have been formulated and adapted to meet the special needs of the site and its developers. In parallel, communication between the different parties has become more productive as we have learned to work together towards the dual goals of conservation and regeneration. Above all we have learnt that the earlier the heritage challenges are addressed, the better are our chances of success.



The condition of the stonework at the Battery, Tallinn. © EKA

This section has been co-ordinated by David Score and Jonathan Gill (Oxford Archaeology) and Mark Stevenson, Alan Johnson and Malcolm Woods (English Heritage)

Tourism: New Doors to Our Shared Past

Summary

The historical and cultural significances of the SHARP arsenal complexes mean that tourism will undoubtedly play an important role in their future development and success. Despite differences in scale and condition, there is a common desire to develop visitor interest and access. The interests of tourism, however, have to be balanced against other priorities such as heritage conservation, economic regeneration and long-term beneficial re-use. Whether as a predominant use or a subsidiary activity, tourism also needs to be a sustainable activity – one that contributes to the ongoing revitalisation of the sites concerned.



Turismi

Kõikide käesolevas projektis osalevate merekindluste ajaloolised ja kultuurilised eripärad võivad tulevikus tagada nende eduka ja tulemusliku kasutamise turismiobjektidena. Vaatamata erinevustele SHARP projektis osalevate merekindluste olukorrale ja suurusle, on üheks läbivaks jooneks soov suurendada külastajate huvi ja ligipääsuvõimalusi. Samas tuleb rõhutada, et turismi arendamine peab olema tasakaalus teiste huvidega, nagu muinsuskaitse, majanduslik otstarbekus ja objekti jätkusuutlik kasutamine. Olenemata sellest, kas tegemist on põhilise kasutuseesmärgi või kõrvaltegevusena, peab turism toetama objekti jätkusuutlikku arengut – looma lisaväärtusi ja toetama objekti taaskasutust. Ühtlasi on oluline, et kultuuriväärtuste arendamine toimuks kooskõlas rahvusvaheliste kultuuriturismi puudutavate kokkulepete ja Euroopa standarditega.



Turiżmu

Industrija li tghin u tibbenefika mill-wirt storiku L-importanza kulturali u storika tal-arsenali investigati f'dan il-proġett hija tant sinjifikattiva li tagħmilha naturali li t-turiżmu jilgħab rwol ewlieni fl-iżvilupp ta dawn is-siti partikolari. Minkejja id-differenzi bejn is-siti, hija x-xewqa komuni tal-membri tal-proġett li dawn is-siti ikunu aċċessibbli għal kulhadd u imgawdija mill-viżitaturi. Madanakollu l-iżvilupp turistiku ta dawn is-siti irrid ikun bilanċjat minn interessi oħra bħal konservazzjoni, riġenerazzjoni ekonomika u ppjanar fit-tul. Kemm bħala l-użu prinċipali u kemm bħala attività sekondarja, it-turiżmu irrid ikun ta natura sostenibbli u wiehed li jinstiga il-manteniment u riġenerazzjoni ta dawn l-assi kulturali. Għal dan il-għan dan it-tip ta żvilupp irrid ikun msejjes fuq prinċipji stabbiliti minn organizzazzjonijiet esperti internazzjonali dwar it-turiżmu kulturali.



Turismo

El turismo jugará, indudablemente, un papel fundamental en el desarrollo futuro y en el éxito de los cuatro lugares del Proyecto SHARP. A pesar de las diferencias existentes, es común el deseo de llamar la atención del visitante y hacer el sitio accesible. Sin embargo, el desarrollo del turismo tiene que conjugarse con otros aspectos como la conservación del Patrimonio, la regeneración económica, y una reutilización beneficiosa a largo plazo. Y, sea como uso predominante o como actividad secundaria, el turismo debe contribuir a la revitalización y regeneración progresiva. Por último, el desarrollo de los usos e instalaciones culturales debe reflejar los principios establecidos por las instituciones expertas.

A key theme for the SHARP project has been the role that tourism can play in the regeneration of the sites. To assess this, a series of visits and seminars examined the perceived benefits that tourist and visitor activity brings to the arsenals. It turns out that tourism has a valuable role to play in the future of all the sites. Indeed, in one case, tourism is the primary driver of regeneration and in another it is undoubtedly one of the principal purposes for restoration. In the two other sites, tourism plays a secondary role but there are no examples among the partner sites of tourism playing no significant part.

THE BENEFITS AND RESPONSIBILITIES OF TOURISM

Tourism is a strand of Agenda 21 of the United Nations Conference on Environment and Development, agreed at the Rio de Janeiro Earth Summit in 1992. In brief, this requires signatory governments and tourism agencies to operate sustainably in developing tourism strategies and projects. This means that programmes for tourism development must make reference to environmental, as well as economic impacts and should adopt sustainable practices that support natural and cultural milieus. Particular attention should be paid to mitigating any damaging environmental effects of tourist development.

The desire to visit a place can be driven by numerous factors – family holidays, business activity or education. The theme of greatest relevance to the SHARP sites is *cultural tourism* focusing on the historic, architectural and artistic value of each of the arsenal sites. In its forecast *Tourism: 2020 Vision*, the World Tourism Organisation predicts that cultural tourism will be one of five key tourism market segments in the future. Cultural tourism will thus represent a fifth of the fastest-growing industry in the world.

There have been numerous definitions of cultural tourism, most along similar lines. The

Europa Nostra Malta Declaration on Cultural Tourism: Its Encouragement and Control (May 2006) summarises cultural tourism as ‘that form of domestic and international tourism whose object is, among other aims, the discovery and enjoyment of historic monuments and sites focusing on the built (immovable and movable) cultural heritage, including the cultural landscapes of heritage travel destination areas, to experience places and activities that authentically represent the cultural history of the host communities’.

This explanation is in line with other protocols, such as the World Trade Organisation’s *Global Code of Ethics for Tourism* and the International Council on Monuments and Sites (ICOMOS)’s *Cultural Tourism Charter*, and with pronouncements by the European Union (for example, its tourism policy) and the Council of Europe.

The *Malta Declaration* is particularly apt, not merely because it was signed and named in one of the SHARP



Firepower, the Royal Artillery Museum. The museum traces its history back to the Royal Military Repository that was established on the Royal Arsenal site in May 1778 by a Royal Warrant issued to Captain William Congreve, RA by King George III. © BHL

participating cities but also because it represents an agreed agenda by those most closely involved in the cultural-tourism sector. It calls on all bodies engaged in the sector to encourage sustainable and balanced development of cultural tourism in Europe and the implementation of good practice and sets out a number of actions to achieve these. The principles enshrined in the *Malta Declaration* could provide an appropriate framework for the development of cultural tourism at the SHARP sites.

SUSTAINABLE CULTURAL TOURISM AND SHARP

At the Real Carenero, Cadiz, and the Cottonera in Malta tourism is central to the development of the sites and their success is intimately bound up with the provision of visitor attractions and associated facilities. Without a progressive increase in the number of visitors to the arsenal complexes, it is unlikely that these sites will succeed in regenerative terms.

At the Royal Arsenal, Woolwich, by contrast, tourism is only as a subsidiary (although important) activity within the site. Regeneration here is led by residential development. The two main heritage attractions, the Firepower museum and the Greenwich Borough Heritage Centre, do generate external visitors to the historic complex, however, and thus connect the Royal Arsenal to the wider economy.

The Battery, Tallinn, is akin to the Royal Arsenal in that tourism will support its main function through a programme of artistic and cultural events. The tortured history of the site is also an attraction and part of the Battery will be retained as a museum telling this particularly grim part of the Estonian story.

Tourism at the Royal Arsenal, Woolwich

The bulk of the visitors to the London Borough of Greenwich come from central London to see historic Maritime Greenwich but do not venture further east to Woolwich and the Royal Arsenal. While there is no specific tourism plan for the Royal Arsenal, a heritage visitor element has always formed part of the masterplan for the site. Initially, it was thought that some of the Arsenal's very large centrally located historic buildings could house museum collections and provide a starting-point for visitors to explore the rest of the site. Later on, tourist development was refocused to a heritage quarter in the western part of the site rather than using the Grand Store range on the waterfront.

Two key reference points for the development of tourism at the Royal Arsenal have both been prepared within the context of Agenda 21. At the local level, Greenwich Borough Council has formulated a tourism strategy, *Greenwich: A Place to Visit* (2004), that responds to the wider challenges of sustainable development. At a regional level, a London tourism strategy, *Vision and Action Plan*, has been prepared by the London Development Agency for the Mayor of London (2006).

Neither of these strategies explicitly recognises the possible role of the Royal Arsenal (or Woolwich generally) as a tourist destination. Both strategies nevertheless strongly promote the diversification of the tourism industry and its expansion out of its traditional centres in central London and away from honey pots like the Maritime Greenwich World Heritage Site, just 3km from Woolwich. There is therefore an opportunity for the Royal Arsenal to use these strategies as a springboard to enhance its own tourism role. However,

- The Borough of Greenwich receives 6.8 million visitors a year
- Tourism contributes £347 million to the local economy
- 6000 local jobs, 25 per cent of the borough total, are in the tourism and visitor management sector

(Source: *Greenwich: A Place to Visit*, London Borough of Greenwich, 2004)



Above: Woolwich Arsenal Station. The new Docklands Light Railway terminus station is currently under construction immediately to the north. © BHL

Right: The Greenwich Borough Heritage Centre brings together the former Borough Museum and Local History Library to offer a wealth of information and fascinating displays about the history of Greenwich. © BHL



several local issues need to be resolved before full advantage can be taken of the opportunities:

- Woolwich's image as a deprived, run-down area – and as an 'army town'
- the separation of the Royal Arsenal from the adjoining town centre, reinforced by a major road and the high surrounding wall
- the relative inaccessibility of Woolwich from central London and adjoining areas
- physical challenges in relation to the repair and re-use of historic buildings and the restoration of their settings.

These challenges are being addressed at the Royal Arsenal by emphasising the heritage aspect of the residential development, which is in turn improving the general media and public image of the area. A number of future events are likely further to enhance Woolwich's reputation as a potential visitor location. The British stage of the 2007 Tour de France will travel through Woolwich on its route from London to Canterbury, while the Royal Artillery Barracks will play host to the shooting competitions of the 2012 London Olympics and Paralympics.

English Heritage and Greenwich Borough Council have jointly commissioned an urban-design framework for Woolwich town centre. A final draft is in preparation (November 2006) and its adoption as a formal planning document will follow shortly. A key objective of the framework is the better integration of the Royal Arsenal with the town centre by overcoming the physical barriers posed by the road and wall. Peripherality has in the past been a significant hindrance to the development of cultural-heritage facilities at the Royal Arsenal and one of the main reasons why the Firepower museum has failed to achieve its projected visitor numbers.

Woolwich is not well placed to draw visitors from the local and wider London area, but a number of initiatives are likely to make it easier to travel to Woolwich and the Royal Arsenal. An extension of east London's light-rail system (the Docklands Light Railway), terminating with a station at Woolwich, is well advanced. The new line will link the town with metropolitan centres such as Stratford and Canary Wharf on the north side of the River Thames. Future development of the Crossrail project could also enhance access to Woolwich, particularly from central London and areas further west, via Abbey Wood. The need to

develop transport links is also being addressed through new bus and tram links, the Waterfront Transit and by a ferry service making use of the new pier.

Major progress has been made in overcoming the physical dereliction of the buildings and in enhancing the urban landscape of the Royal Arsenal. Public funding by the London Development Agency, the Heritage Lottery Fund, and Greenwich Borough Council led much of the initial transformation of the site. Investment is continuing in the physical fabric and environment of the site, largely through residential development and conversion by the lead commercial investor, Berkeley Homes Ltd. Ultimately, the Royal Arsenal will be an exemplary blend of restored historic buildings and well-designed new buildings in a landscape setting from which all traces of dereliction have been removed.

Any site of potential interest to the tourist requires a vision of what would be on offer, underpinned by a clear plan for implementation. There needs to be a critical mass of attractions or a ready client base. The early phasing of the Firepower museum in the Royal Arsenal regeneration programme, though well intentioned, may actually have been a mistake. Because it was in the middle of the construction zone public access was very difficult, which in turn threatened the viability of the institution's long-term future.

Tourism at the Real Carenero, Cadiz

The current visitor pattern in Cadiz is focused on the area to the east of the medieval peninsular town, with tourists arriving by road from other parts of Spain and Europe. This market is supplemented by visitors arriving by taxi and train from the nearby regional airport or by cruise ship. The Real Carenero, located within the marshland to the south-east, is physically divorced from this market both in terms of distance from the areas visited and because the main road route bypasses the site.

The University of Cadiz has researched the history of the Real Carenero and developed a vision for restoration and conservation that is linked primarily to tourism and education uses. The key objective now is to gain the support of the local and regional public authorities, which is essential if the vision is to become a reality.

- The Province of Cadiz had c 1.3 million visitors in the summer of 2005
- 69 per cent of visitors were Spanish while the majority of overseas visitors were German
- 725,000 visitors came to Cadiz in the first quarter of 2006

(Source: University of Cadiz, 2006)



The SHARP partners viewing Battery 2 at Real Carenero, Cadiz, one of the advance batteries facing the expanse of marshland. © EH

Identifying the type of visitor who should be targeted and the most appropriate development partners both depend on a very clear understanding of what is important about the site. The Real Carenero is set within an area designated for its ecology and wildlife value, the Bahia de Cadiz Natural Park. The landscape is a key element of the site's historic significance, which means that an understanding of the marsh is fundamental to understanding the working of the arsenal and its associated defensive structures. The key partners in raising visitor awareness will be the regional tourist and heritage bodies and the three local authorities that have responsibility for the wider site around the Real Carenero. Wildlife groups are also likely to be partners, given the environmental importance of the marshes and the proposal to develop a heritage trail linking the sites scattered across them.

A heritage visitor centre is proposed adjacent to the Real Carenero to provide interpretation of the site, including insights into the wider Napoleonic and Spanish worlds that it occupied. The university and partners will need to provide easy access and parking from the main road that bypasses the area. In time it may be possible to provide a seasonal heritage bus or additional bus stops on regular public routes from the main holiday areas. There may also be potential for a stop on the tramline that is planned to run adjacent to the modern road through the site. However, proposals to construct a second track along the suggested route could seriously compromise the site.

Tourism at the Battery, Tallinn

In Tallinn, the growth of tourism is a relatively new phenomenon. Estonia's recent membership of the European Union and status as a destination of the low-cost airlines have greatly benefited the World Heritage Site of medieval Tallinn. This growth in tourist numbers has also been fuelled by short-term visitors ferried across the Baltic from Finland and Sweden. The two main routes into Tallinn, by air and sea, do not link directly with the district within which the Battery is located but, as at Woolwich, the expanding visitor market of the major historic centre near by could be used to stimulate activity in the Kalamaja area as part of a tourism strategy for the whole city. The distance from the port is relatively short, but more information, including better directional signage, would be needed if this potential visitor pool were to be tapped.

- In 2005, foreign tourists made 1.212 million trips to Tallinn
- The average length of stay in Tallinn is 2.9 nights
- 47 per cent of visitors were from Finland
- 65 cruise ships, carrying a total of 295,000 passengers, made a total of 324 calls to Tallinn
- Travel-related expenditure was €601 million

(Source: Tourism Tallinn 2005)

The Battery relates primarily to Tallinn's life as a Hanseatic trading port, but it also has a

darker past from its use as a prison during the Second World War and the Soviet period. A new cultural institutional use will benefit the Battery but on its own is unlikely to be a sustainable focus of tourism. The recent opening of part of the Battery to visitors by S A Virumaa Muuseumid demonstrates interest in the site from tourists and local people alike and suggests the potential for a tourism facility.

The vision to find new uses for the Battery and to create a partnership between



Some intrepid early visitors to the Battery, Tallinn.
© EKA



Tallinn has recently become a regular destination for cruise ships that bring thousands of new visitors to the area. © EKA

the public and private sectors includes public access and interpretation, but commercial possibilities are also being considered. If the Battery is to be opened up, there will need to be enhanced transport services between central Tallinn and the site. Tallinn is a compact city and the Battery is in fact only a 10-minute walk from the town centre, although not currently directly served by transport links. An existing rail line runs past the site but without stopping facilities. In future the rail line may be replaced by a road allowing more convenient vehicle access, but bus and tourist coach facilities would be required alongside car-parking provision. A guided tour of the

area around Tallinn on hired bicycles appears to be doing well and may provide a more immediate opportunity for visitors to access the site.

Partnership working across sectors, public and private as well as cultural and economic, will be essential for bringing the whole project to fruition. A public consortium comprising the Estonian National Academy of Arts, Estonian Heritage and the State Real Estate Company (the owners of the Battery) already exists. Significant early funding from public bodies would be needed in advance of private investment in the site, as has been the case with the Royal Arsenal at Woolwich. This early investment may include some tourist provision but the experience of Firepower at Woolwich suggests the need for some caution.

Tourism at the Cottonera, Malta

In Malta, tourists arrive by air and sea, with the main destinations being the seaside resorts of the north coast. Valletta, like Greenwich, attracts mainly day visitors from the holiday centres and the cruise ships that moor in the harbour for a few hours. Because it is located across the harbour within the Three Cities, the Cottonera's Homefront Museum, Couvre Porte and Fort St Angelo are not easily accessible to this visitor market.

The Malta Heritage Trust wishes to develop a small museum within Vittoriosa before expanding the visitor experience to include elements of the underground wartime shelters. It is hoped that this will act as an incentive to restore and provide visitor access to other related sites on the historic waterfront. The Trust, however, is a small body with limited resources. Like the supporters of Real Carenero in Cadiz, it is faced with achieving political commitment and legitimacy for its plans.

Preparation of a development framework for one of the Three Cities has been a real step forward but full sustainable regeneration of the Cottonera will require the public authorities to address the planning needs of the whole area. A number of quite discrete regeneration and heritage projects are already operating in the area, but individually they can only achieve so much. Instead, progress towards sustainable tourist development will only be possible within

- In 2005 there were 1,170,610 tourist arrivals in Malta
 - The average length of stay was 9.5 nights
 - The total expenditure by visitors was 427.65 Maltese lira (about €995 million)
 - There were 164 cruise-liner calls in the first six months of 2006 bringing some 174,000 passengers
 - Tourism supports 27 per cent of the total employment in Malta, amounting to more than 41,000 jobs
- (Source: Malta Tourism Authority, 2006)



The Malta noon-day gun is fired daily at the Saluting Battery in the Upper Barracca Gardens in Valletta. The historic garden receives more than 1 million visitors a year and events of this kind add value to the site and enhance the national tourism asset. © FWA

a co-ordinated framework for urban planning, tourism management and infrastructure improvements.

The Malta Heritage Trust has already made significant strides towards securing the future of a number of historic buildings. Alongside an energetic programme of historical re-enactments and educational activities, this has helped to raise the profile of the heritage of this fascinating island nation both at home and among visitors. There is now a need for greater political support and leadership in this crucial area of the Maltese economy and for a demonstration of real institutional commitment to developing and sustaining the tourist base. National investment in areas such as the Cottonera would be a demonstration of this and would build upon the remarkable efforts of the Trust.

As with other arsenal sites, accessibility is an issue that needs to be addressed. New bus routes from Valletta are being introduced with stops at key sites in the Three Cities area. There are also plans to establish a ferry link across the Grand Harbour from Valletta, linking with the cruise-ship terminals, and a water-taxi service has been reintroduced in the Grand Harbour with direct support from the Malta Heritage Trust.

At a wider level, partnering with other local projects will provide individual sites with a higher profile. This is clearly happening in the Three Cities, where links have been developed between Malta Heritage Trust sites and government regeneration schemes, tourist monuments and private enterprise projects. True cross-sectoral partnership of the Royal Arsenal kind has not yet emerged in Malta but would be the key to achieving sustainable development while simultaneously underpinning the tourism role.



One of the wide range of vehicles that provides public transport under the auspices of Malta's Public Transport Association. © EH

COMMON THEMES FOR SUSTAINABLE TOURISM

Visitor management

Introducing visitors to a site is only likely to be possible once some restoration or regeneration works have been completed. The Firepower museum at the Royal Arsenal was the first visitor attraction to open on the site. The original concept had been for a heritage quarter to be developed as a single entity, but because of changes in funding, the museum's proposals were split apart. The result was that the first museum opened while the area was still being actively redeveloped. With hindsight, the original unified approach would probably have been of greater benefit to the museum, offering not only a more accessible site but also a more substantial pool of local visitors to support it.

Unless they are well managed, visitors can harm the fabric of the historic buildings and structures. A careful balance needs to be maintained between access and conservation; this may be achieved by carefully controlling access to specific areas or at different times depending on local conditions.

At the Royal Arsenal, Woolwich, the Firepower museum would like to attract more people from the local population but its operating hours mean that it is not yet open when people go to work and is closed by the time they return home. It is also quite isolated, though the Greenwich Heritage Centre is also on the site. One solution may be to create further visitor attractions. Another, already being experimented with, is to tailor the museum's opening hours to the local visitor profile.



Second World War re-enactment is very popular with visitors and attracts large crowds, especially when accompanied with wartime machinery and weapons. This working anti-aircraft gun was one of the main attractions at Malta's George Cross Day celebrations in 2004. © FWA

The Maltese experience may hold lessons for Woolwich and the other less-developed SHARP sites. Here, the commitment and enthusiasm of the staff and volunteers of the Malta Heritage Trust has allowed it to operate an effective weekend and occasional evening agenda. Staffing for Tallinn and Cadiz is therefore an issue that will require clarity from the start.

It is often sensible to begin with modest opening times, also at times that will capture key visitors, only expanding the hours as the visitor base increases. In this respect it will be interesting to monitor the effect on public interest of low-profile limited opening of part of the Tallinn Battery.

High-yield business development

All SHARP sites suffer from being outside the main tourist destinations of their respective regional economies and consequently find it difficult to attract and retain visitors. Large numbers of day visitors come to Maritime Greenwich, Valletta, Old Cadiz and medieval Tallinn, all relatively close to the SHARP sites. But with the exception of Malta, there is little extension of these visits into the SHARP sites. This is either because the sites do not yet provide visitor facilities (Real Carenero and the Battery in particular), or because there is no investment in other services to visitors beyond those interested in the cultural or heritage attractions themselves. Additional attractions and high-quality facilities such as nightlife,

entertainment, places to eat and local accommodation should encourage more visitors and longer stays. Such investment will then in turn increase visitor numbers to the heritage sites themselves, as is beginning to happen in both Malta and Woolwich.

Marketing and monitoring

Knowing what is special and different about a site allows key groups within the tourist sector to be targeted. Marketing should be both direct and indirect – direct through the media to advertise the site and the visitor experience that is there to be enjoyed, and indirect through



The Grand Harbour Marina, Malta. Within two-days' sailing time of much of the Mediterranean and with 68 berths, 19 of which can accommodate boats up to 85m in length, the marina is one of the largest 'big boat' facilities in the world. © EH

the marketing of other local attractions. An effective way of raising the profile of the site is to hold events that reflect its special nature – an exhibition, re-enactment, a gun salute or a special guided tour. The Malta Heritage Trust has been particularly successful in this respect.

Monitoring the visitor experience is important. Customer research can reveal gaps or areas for improvement, as well as showing where further investment needs to be directed. By adapting the visitor experience to changing needs it ought to be possible to build a successful sustainable tourism operation.

CONCLUSION

Tourism can be a key contributor to the sustainable regeneration of an arsenal site. Retaining the historic character and appearance of the site, its key buildings, structures and settings, will all help to secure its survival into the future. It also has the potential to raise awareness of the important history represented by the site and to allow the local population to develop a shared pride in it.

To be sustainable, tourism development should reflect the principles set out in the *Malta Declaration*, and be framed within forward-looking and long-term strategies. The significance and asset value of the sites should be fully understood and partnerships across sectors need to be developed. Ongoing management and marketing should reflect the underlying significances of the site and ensure that customer needs are reflected in its continued use.

All of the SHARP sites, in their own ways, are addressing these matters. The interregional working inherent in the project has allowed, through understanding of the varying approaches and developing solutions, the transfer of methodologies and practices between the partners. Synthesis of these tourism experiences has been one of the beneficial outcomes of SHARP.



Explaining Malta's past: if presented in the right way heritage can be fun and entertaining! © FWA

This section has been co-ordinated by Alan Byrne and Mark Stevenson (English Heritage)

Education: Respect from Understanding

Summary

Education is a lifelong process for all members of society, be they young or old. Understanding and appreciating heritage is an educational process in itself for it entails the acquisition of both knowledge and skills – and with understanding there comes the desire to cherish the past and the places that commemorate it.



Haridus: väärtustamine läbi mõistmise

Õppimine on elukestev protsess kõikidele ühiskonna liikmetele, noortele ja vanadele. Muinsusväärtuste mõistmine ja austamine on iseenesest harduslik protsess, mis nõuab teadmiste ja oskuste omandamist – sellest omakorda tuleneb soov väärtustada minevikku ning muinsusväärtuslikke paikkondi.



Edukazzjoni: Rispett u Tagħrif

L-edukazzjoni hu proċess dejjiemi ta formazzjoni għal membri kollha tas-soċjetà, żgħar u kbar. Li tagħraf u tapparezza il-wirt kulturali hu proċess edukattiv fih innifsu għaliex jinvolvi l-akkwist tal-informazzjoni u hiliet differenti. Permezz ta dan il-proċess edukattiv wieħed jikseb ix-xewqa u l-imħabba lejn il-passat u l-postijiet li jagħtih definizzjoni tangibbli.



Educación: Respeto desde la Compresión

La educación es un proceso durante toda la vida para todos los miembros de la sociedad, jóvenes o adultos. La comprensión y el aprecio del Patrimonio es un proceso educativo en sí mismo, que conlleva la adquisición de conocimientos y aptitudes. Con la comprensión, viene el deseo de abrazar el pasado y los lugares que lo personifican.

EDUCATION AND HERITAGE – EDUCATION FOR WHOM?

It is widely held that the Maltese people have little appreciation of their heritage and that their cultural participation is generally low. The study of history and culture has too often been portrayed as the luxury of a select few and history has frequently been considered of little use to the general public except as a convenient tourism asset. Although the local heritage is included in both primary- and secondary-school curricula, grassroots sympathy for cultural heritage at a national level has not developed. Spreading appreciation of heritage without effective learning materials is problematic. It was therefore as imperative for the Fondazzjoni Wirt Artna to devise a comprehensive and engaging educational programme as it has been for the Firepower museum at the Royal Arsenal in Woolwich. The University of Cadiz express similar thoughts when they advocate an educational programme that will encourage the whole population to nurture, love and appreciate its heritage.

These sites should be enjoyed and understood by all. Interpretation must be aimed at a wide array of people, as at the Greenwich Heritage Centre, which is developing specific themes relevant to particular sectors of the visiting public. The medium is also varied, ranging through differing events, activities, lectures and workshops. For schoolchildren in Malta, the knowledge and skills acquired at former military sites such as ours are intended to meet the



Hands-on education – a child trying to understand an anti-aircraft gun and finding it is not an easy task! Homefront Museum, Couvre Porte, Birgu, Malta. © FWA

requirements of the national school curriculum. The Spanish partners similarly recommend that the site of the Real Carenero should feature directly in the social science curriculum because of its relevance to this discipline. They also advise that different education programmes must be enacted to target different audiences with diverse needs and wants.

This is an essential principle to be kept in mind and both the Greenwich Heritage Centre and the Fondazzjoni Wirt Artna have adopted a cross-disciplinary approach to presentation of heritage to children and adults. At Woolwich the module on the growth of the Royal Arsenal in the 19th

century assists visitors of all ages in understanding changes and developments in their local communities. This helps to reinforce the identity of the local community by identifying its roots and linking it with the surrounding environment. A gender-based approach can also help in redressing certain biases when interpreting our heritage. At the Royal Arsenal, for example, the experience of women ammunition workers is used to illustrate social changes, especially to teenage female students. The lives of these women workers also show old and young visitors to the Heritage Centre how hazardous and often dangerous the working environment was, making it a valuable exercise in promoting health and safety standards.

In the case of the Battery at Tallinn, interpretation of the recent history of the site will require particular care in respect of different age groups. Equally, it is important that any activities that are devised will not offend any visitors.

Essentially the objective is to stimulate the public to participate and be as active as possible rather than being merely the passive recipients of information.

WHO IS THE EDUCATOR?

The *animateurs* at an historic site assume the role of educators as well. The message they are trying to get across clearly will be educationally biased. Such *animateurs* must be well trained and qualified in both tourism/guiding skills and in education. Proficiency in several languages can also be an asset.



A staff member explaining the history of the shelter to a group of adults at the Homefront Museum, Couvre Porte, Birgu, Malta. © FWA

For school groups, teachers should be encouraged to talk with the site's staff to prepare tailored joint educational sessions. It is also important that students are prepared before the visit and that a follow-up session develops particular themes arising from the visit. The same conclusion has been reached by the University of Cadiz, which fully recognises the need to promote active dialogue between site managers and schools. This has yet to be developed at the Battery, Tallinn, but it is clear to all partners that co-operation between their sites and local educators and teachers is vital.

EDUCATION OF CHILDREN: STIMULATING CREATIVITY AND PASSING ON VALUES

In Malta the on-site educational programme aims to be relevant to school syllabuses and to be true to the spirit of the National Minimum Curriculum. Heritage-based education initiatives can therefore be of great value in promoting some of the aims of the National Minimum Curriculum: holistic education, the stimulation of analytical, critical and creative thinking and the promotion of good citizenship.

The response in Malta has been to encourage observation and investigation rather than the simple absorption of information. This approach encourages the natural curiosity of both child and adult, assisting understanding of the site through hands-on experience. Critical thinking can also be developed: for example, at a prehistoric site managed by the Fondazzjoni Wirt Artna, students are encouraged to suggest improvements for better management of the site. These ideas may be presented as drawings or plans. Equally, role-play and drama can be excellent communication tools. The aim at all times is to transform historical sites into exciting venues for the visitor.

THE MALTA AT WAR EDUCATIONAL PROGRAMME — A SYNTHESIS

At the Malta at War museum and shelters, museum staff have prepared several activities for pre-selection by the teacher. Students can view the documentary ‘Malta GC’ before going on the tour of the underground shelters, which allows them better to experience the place itself.

Usually the session at the shelter complex ends with a role-play. The group is divided into two parts, each one consisting of shelter wardens, air-raid precaution wardens and other personnel and ‘ordinary’ citizens. A distinction is made between people living in the neighbourhood, who are given replica ‘shelter passes’, and those who do not. The proper procedure for entering the shelter is followed after the siren is sounded, with the two groups competing with each other while the guide and teachers act as umpires, deducting points for irregularities such as queue-jumping. All in all, the exercise recreates something of the urgency of a real air-raid.

Once upstairs in the museum the students can handle artefacts of the period. The hands-on sessions are always much favoured by teachers and the labyrinthine excavated tunnels and chambers provide ideal backdrops for such activities, where students can empathise with the



A demonstration does not require much in the way of props to be effective, Fort Rinella, Malta. © FWA

lives of those who spent endless hours in this underground complex as their refuge from the blitz. Gas masks are worn, sirens sounded, copies of propaganda leaflets are passed around and shells and shrapnel are handled.

Comparable experiences are offered to schools visiting the Greenwich Heritage Centre and have been found similarly beneficial. Worksheets help prepare students for their visit, contextualising the site and building on the knowledge that the students already possess. The Firepower museum also provides such support for teachers, with a wide range of subject guides developed around the UK's national curriculum.

Feedback from the Malta programme highlights its benefits:

- several skills are developed including observation, communication and creativity
- there is transfer of skills and knowledge from different disciplines and subjects
- there is a consequent development in the understanding of a particular period in Maltese history, the importance of which is often underestimated, especially in an era of relative peace.

So that the education programme can be more efficient and comprehensive, some elements need to be refined and developed. The SHARP project has helped the Fondazzjoni Wirt Artna to do this and the process is ongoing, to the benefit of students and teachers.

ENGAGING THE ADULT VISITOR: A LIFELONG LEARNING PROCESS

Adults and children alike want to understand historical sites and engage more closely with them. The difference is that adult visitors perhaps demand information but are sometimes not as inquisitive as their younger counterparts.

In the UK, Greenwich Borough Council runs the Greenwich Heritage Centre. Adult site tours include a visit to an exhibition entitled 'Inside the Arsenal' as well as several talks and lectures on diverse aspects of the history of the site. Similarly, the Fondazzjoni Wirt Artna provides regular and comprehensive guided tours aimed at adults at all its sites, including



Museum staff using hand-held sirens show how an air-raid warning would have been sounded, Homefront Museum, Couvre Porte, Birgu, Malta.
© FWA

demonstration of anti-aircraft guns. Human interaction is emphasised and in-depth enquiries to the guides are encouraged. Attention is paid to the size of the visiting parties and a low ratio between guide and visitors guarantees effective one-to-one interaction.

At the Malta at War museum and shelters, adults are encouraged to recount their own stories or those of their parents and other relatives. Visitors can thus place their personal experiences in context. This approach could clearly be deployed at the Battery, Tallinn – in Malta, it is clear that museum staff benefit as much as the visitors from this experience. The Malta at War museum and shelter also hosts commemorations of particular wartime events such as the anniversary of the end of the Second World War or the award of the George Cross medal to the island.

RE-ENACTMENT

In Malta a gun is fired from the Saluting Battery everyday at noon to mark the passage of time. From the 16th century onwards this event took place three times a day – at sunrise, noon and sunset, when the Battery served as master timekeeper for both the garrison and the public in a period when watches were non-existent. A crew dressed as late-Victorian artillerymen now fires the noonday gun, giving visitors a glimpse of the past and of the pains society took to define time accurately. The other role of the Battery, that of firing salutes on important days and whenever distinguished people visited Malta, is also being reintroduced, using a whole array of artillery. During this very colourful event, visitors can experience for themselves an important aspect of the social life of the past.



An open day held by the Greenwich Heritage Centre, Woolwich. © GBC

CONCLUSION

Museum and site curators are concerned to educate the public, be they old or young. Methods need to become ever more sophisticated as the heritage 'product' increasingly faces competition from diverse forms of entertainment that are superficially more spectacular and exciting. However, there are positive developments: the current revolution in information and communications technology stimulates the public's visual and other senses, as well as enlightening them about the attractions on offer, and encourages more active participants.

Nevertheless, there is a danger that society may take less notice of its heritage. As managers and educators there is the need for us to invest more in the transformation of our historic sites into places where the past is made real, alive and enjoyable. Education has a major role to play in this – and can be an important contributor to regeneration programmes. Awareness of the past, knowledge of a site's history, personal engagement with the lives of those who once peopled a place – all these can give impetus to the rehabilitation and conservation of these special places for future generations.

This section has been co-ordinated by Jonathan Borg (Fondazzjoni Wirt Artna – Malta Heritage Trust)

Sustainable Regeneration: The Legacy of Change

Summary

Regeneration and rehabilitation is a key principle at all the SHARP sites. Decline and disuse has caused each of them to become dormant opportunities requiring investment and rejuvenation. For all partners the aim is to develop a strategy focused on sustainable environmental, social and economic regeneration.



Säästev uuendamine

SHARP partnerite eesmärgiks on leida taaskasutus- ja arendusvõimalused projekti sisuks olevatele endistele militaarrajatistele. Kõikide projektis osalevate objektide ühiseks probleemiks on olnud nende kasutusotstarbe muutumine, millest tulenevalt on oluline luua uus nägemus nende kasutusvõimalustest, leida investeeringud ja huvilised taaskasutuseks. Kõikide partnerite eesmärgiks on arendada välja strateegia, mis oleks suunatud säästvate keskkonnakasutusele ning sotsiaalsele ja majanduslikule uuenemisele.



Żvilupp Sostenibbli: Bidliet li Jikkonservaw Il-passat Tagħna

Il-kunċetti ta' riġenerazzjoni u żvilupp sostenibbli huma prinċipji bażiċi fil-riabilitazzjoni tas-siti kollha ikkunsidrati mill-proġett SHARP. Is-siti kollha esperjenzaw perjodi ta' abbandun jew użi ħżiena li ħarqu opportunitajiet ta' potenzjal kbar. Dan kollu jfisser iktar bżonn ta' ppjanar serju, b'vizjoni fit-tul, investment u rieda lejn l-għoti ta' ħajja ġdida lil dawn il-postijiet. Għal partners kollha l-għan hu l-iżvilupp ta' strateġija li tiffoka lejn riġenerazzjoni totali u sostenibbli fl-oqsma ambjentali, soċjali u ekonomiċi.



Regeneración sostenible: El Legado del Cambio

Regeneración y reurbanización son procesos clave en todos los lugares del Proyecto SHARP. Todos los socios deben trazar una estrategia de desarrollo enfocada a una regeneración sostenible en lo económico, social y medioambiental.

The sites face a range of unique, though similar, challenges, and all of them are at different stages in their recovery. Work to regenerate the Woolwich Royal Arsenal has been under way for some time. In Malta, the early stages of an ambitious project have had great success, but much remains to be done before the rich history of the Cottonera is able to play a really important economic and social role. The sites in Tallinn and Cadiz are still in the early stages of planning but offer exciting regeneration opportunities, which if delivered successfully will have significant social, environmental and economic impacts.

The Royal Arsenal was previously the driving force of the Woolwich economy, employing more than 80,000 people at its peak. Mass unemployment has since turned this once major regional centre into one of the most economically disadvantaged districts of the United Kingdom.

Since English Partnerships purchased the site in 1997, a masterplan has been put into place to aid the recovery of the declining Woolwich economy. The regeneration of the Royal



The Shell Foundry Gatehouse, one of the important surviving buildings within the Royal Arsenal, Woolwich, site.
© BHL

Arsenal should act as the major catalyst in bringing financial strength back to this important township within south-east London.

The masterplan prepared in 1999 by the Llewelyn Davies Yeang Partnership proposed that the site should be split into four distinct zones – light industrial, leisure, heritage and residential. This blend of uses, if delivered correctly and successfully, will create jobs in a number of different sectors and provide employment to people with varying skills and experience as well as making new homes available to a new community of different levels of wealth.

All this is underpinned by a desire to maintain and celebrate the unique character of the site and integrate it with the main town centre of Woolwich. For each of the other partner sites there are different challenges.

The Grand Harbour and the Cottonera in Malta were the main districts for industry and employment between the arrival of the Knights of St John in 1530 and the departure of British forces in 1979. The economy of the island was geared and shaped to serve the needs of the armed forces, so when Imperial Britain began downsizing its military presence, unemployment in the area increased drastically. The Grand Harbour was the heart of this economy, employing thousands of people.

The Royal Dockyard on its own employed up to 22,000 people apart from those who worked in the port industry. With the departure of the armed forces, the dockyard civilian use and the local economy geared itself towards tourism and manufacture. The Cottonera played



Dock No. 1, the oldest dry dock in Malta, dates from the early 19th century.
© FWA



The internal courtyard of the Battery, Tallinn. © EH

little part in this new economy and became characterised by unemployment, sub-standard housing, social problems and underdevelopment as people migrated to other parts of the island in search of new homes and work. Those who could afford to leave had already been driven out, never to return, by the constant bombing during the Second World War. The remaining impoverished local populace was therefore ill placed to cope with reducing employment.

In Tallinn, the Battery's recent history as a prison and its

association with the Soviet occupation still engender much bad feeling in the local people. It also sits within the declining shipbuilding area and slightly away from the old town, which is the focus of Tallinn's burgeoning tourist industry. The building itself faces some very difficult problems for re-use; to be sustainable it will need to be reused in a way that not only suits its layout and location but also draws on its architecture and heritage.

In Cadiz, the Real Carenero site sits between the two towns of Chiclana and Puerto Real, and to the east of San Fernando. It is much more isolated than any of the other SHARP sites and in many ways is in a greater state of disrepair. It lies within an area of great natural beauty and preserving this will be part of the challenge of rehabilitation. If the Real Carenero can be rehabilitated as a cultural-tourism attraction it should act as a catalyst for diffusion of tourism across the surrounding area. From the point of view of social regeneration, the development of cultural attractions focusing on both Spain and Andalusia's rich heritage would benefit local people and visitors alike.

While the Royal Arsenal at Woolwich is a truly mixed-use redevelopment, the other partner sites tend to be much more specialised in their focus. It is nevertheless anticipated that their regeneration will eventually take account of their wider surroundings and communities in the same way as at Woolwich.

FROM A MASTERPLAN TO A SUSTAINABLE REGENERATION PROJECT

At the Royal Arsenal, Woolwich, redevelopment is taking place in four distinct zones: light industrial, housing, public realm and retail. This makes maximum use of the river frontage, proximity to the town centre and the existing buildings that had survived despite being left derelict for some 30 years.

The first phase was to provide the infrastructure. The London Development Agency invested more than £23 million (€33 million) in new roads, services and improvements to the public realm to provide the basic physical framework for realising the masterplan. This not only dealt with some of the inherent physical and engineering problems of the site but also helped create confidence in others to see its potential and invest in it.

The heritage zone is located close to the river, bringing back into use three of the most important buildings within the Royal Arsenal, including the Grade II-listed Royal Military Academy (Building 40). The Greenwich Borough Council Heritage Centre and the Royal Artillery Firepower museum now occupy this area and are bringing back to Woolwich people who may have had no reason to visit the town for many years.



The Real Carenero stands in an isolated location at the eastern end of the Cadiz isthmus. © UCA

The light-industrial area is placed close to the main vehicle access point at the eastern end of the site. This allows trade vehicles to service these areas without causing any disturbance to the other parts of the site. The area has been developed and let by the business consortium, Teasland iOG, and is now nearly complete and fully let. The light-industrial units have created around 200 jobs.

The residential zone was created between the riverside and the light-industrial area and has

brought back into use many of the Royal Arsenal's Listed Buildings. The masterplan envisaged 595 residential units being developed in this 6-ha area and the London Development Agency selected Berkeley Homes Ltd to construct them. Berkeley Homes Ltd immediately wanted to re-examine the proposals for the existing buildings to see if the mix and density were correct. The London Borough of Greenwich approved a revised application for 711 houses, mixing private and affordable homes and offering units ranging from studios to four-bedroom houses. This has now been further optimised to 939 homes and the range of homes and tenures has led to the creation of a more fully-inclusive community whose vibrancy should help the area remain attractive and sustainable.

It was anticipated that the adjacent Central Administrative Office, Building 22, would be difficult to convert into residential use and for this reason it was omitted from the original masterplan. However, Berkeley Homes Ltd investigated the possibility further and as part of a second agreement with the London Development Agency have now nearly completed the conversion of this building into 310 new homes, both for private sale and affordable and shared ownership accommodation. This has taken the total number of new homes in the residential zone to 1,249. A 1-ha central park and two underground car parks have also been constructed as part of this award-winning phase of the development.

The final zone was planned to be the commercial leisure zone. This was intended to

complement the retail base of the town centre and to boost the shopping outlets rather than compete against them. However, the early stages of marketing the commercial leisure zone proved fruitless as the initial start-up costs were prohibitive to operators. The masterplan was therefore extended to include 2.2 ha outside the Royal Arsenal, coupled with a proposal for much denser residential-led development in which commercial and leisure uses would be confined to the lower



The riverside promenade within the Royal Arsenal, Woolwich. The Grand Store, dating from the early part of the 19th century, is on the left. © BHL

floors of the new buildings. This phase has been titled the 'Warren' after the original name for the arsenal site.

In 2003 the London Development Agency and Berkeley Homes Ltd entered into a development agreement that established a framework within which the final phase and the required masterplan will sit. Key elements of this agreement are a commitment to deliver residential units against set deadlines, phased payments for the landholdings and a condition that the London Development Agency can recoup some of the benefits should the scheme reach the highest levels of financial success.

Planning consent has now been secured for a new masterplan that will provide 2,517 homes and more than 23,000 square metres of community and commercial space over the remaining areas to be regenerated. The joint application by the London Development Agency and Berkeley Homes Ltd was approved unanimously by the London Borough of Greenwich planning committee and supported by English Heritage, the Greater London Assembly and the Office of the Deputy Prime Minister (now the Department for Communities and Local Government).

The regeneration of the Royal Arsenal has contributed to a growing interest in Woolwich town centre. In the past a number of developments have impacted on the potential of the historic environment, and strained the relationship of the town with the riverfront and the Royal Arsenal. In response to the increasing pressure for change, Greenwich Borough Council and English Heritage have jointly commissioned consultants to develop a robust framework for the way in which the different areas of the town centre can be sensibly regenerated. The objective is a co-ordinated urban-design vision that will facilitate regeneration that the town needs while reinforcing its sense of place and distinctiveness.

'The next phase of the development with Berkeley Homes Ltd will extend the centre of Woolwich and create a quality mixed-use development which will include leisure and entertainment facilities, open spaces and excellent housing. This will lay the foundation for making the location a vibrant place to live and visit.'

Tony Winterbottom, Executive Director, Regeneration & Development,
London Development Agency

'The development of the Arsenal site will serve as a springboard to improving the prospects for Woolwich, both within the town centre and beyond. In particular, we've worked hard to make sure our programmes generate jobs for local people while helping to sustain the environment.'

Cllr Chris Roberts, Leader of Greenwich Council

'The Berkeley Group is proud of its contribution to the revitalisation of the Thames Gateway, underlining its role as one of Britain's premier urban regenerators. This major application will create new jobs and places for new and existing communities to live, work and play.'

Tony Pidgley, Managing Director of The Berkeley Group plc

'The site at Royal Arsenal was originally seen as a problem. It's important to highlight that Royal Arsenal sits in the wider Thames Gateway initiative, and it's vital that we get the overall initiative right. Berkeley Homes has risen to the challenge magnificently.'

Nick Raynsford MP, Greenwich and Woolwich

SUSTAINABLE REGENERATION

A key way of creating value in run-down historic sites is to make sure that the regeneration is sustainable. Among the SHARP partner sites this applies in differing degrees and is dependent on the kind of re-use and funding mechanisms that are being proposed and whether the development is being privately or publicly funded. In the case of the Battery in Tallinn, a private developer wishing to invest is likely to face significant challenges in making an economically sustainable investment without at least some public-sector support. This is essentially what happened at the Royal Arsenal, Woolwich, where the use of public money to carry out enabling works reduced the risks to the private-sector investors.

In Malta, a relatively low investment in physical refurbishment has thus far yielded a relatively high impact in terms of the practical re-use of buildings. Here, the role of Fondazzjoni Wirt Artna has been to take over several abandoned historical and archaeological sites in the area and turn them into quality educational and tourist centres. This should help stimulate tourism in the area, create employment and assist the local economy.

In 2003 the Malta Environment and Planning Authority published an Action Plan for Valletta and the Cottonera. This consists of policies that regulate all development as well as suggesting what needs to be done to encourage regeneration. To all intents and purposes it can be considered as a masterplan, and among its concerns are accessibility, heritage, transport and roads, housing, environment, port functions, local economic development and the provision of social and community facilities. Like the Woolwich masterplan, it advocates a range of uses for the area, with the result that development is now taking place in areas earmarked for residential, commercial, leisure, tourism and services uses. The historic environment of the area transcends all these uses – it provides the main character of the development zone and sets it apart from the other towns on the island. Its protection is now seen as paramount and heritage is recognised as an environment in which to live, not simply a set of features to be seen or visited.



An aerial impression of the Royal Arsenal showing the development envisaged in the new masterplan for the western end of the site. © BHL



The new masterplan includes the construction of a residential building within the confines of the former Royal Carriage Factory (Building 10), Royal Arsenal, Woolwich. © BHL

The Keep of Fort St Angelo, which lies at the heart of the Harbour area, is possibly the most important fortification on the island. It has been entrusted to the Sovereign Order of St John, who intend to transform it into the residence of their ambassador. In parallel, discussions are being held on the future rehabilitation of the rest of the fort. The purpose of this development programme is that it should act as a regeneration catalyst for the surrounding area. A similar plan is under way at No. 1 Dock and its ancillary buildings. These are to be developed by the private sector on similar lines to those used for the regeneration of the Old Marina, with space provided for first-class cultural attractions, up-market accommodation and a commercial centre.

The Fondazzjoni Wirt Artna run a number of other historical and archaeological sites located around the Harbour area. These range from prehistoric sites (3500–2500BC) to post-Second World War military installations and Fondazzjoni Wirt Artna has been working hard to rehabilitate and open them to the public. It has found, however, that it can no longer depend entirely on volunteers and instead now employs more than 20 paid staff to run the sites. By enhancing the local tourism product and enticing more visitors, these sites are generating sufficient financial resources to sustain their upkeep. They are also being marketed

as locations for receptions, gala dinners, conferences and lectures, the income from which is being directed towards further restoration and maintenance work.

As a result of this recent experience, it has become apparent that well-run historical sites can play an important part in the Maltese economy. Quality of life is also enhanced, not only economically but also from an environmental and aesthetic point of view. This in turn stimulates the neighbourhood to take pride in its locality and therefore to want to care for it better. The transformation is slow but steady and noticeable. People are now being attracted back into the Cottonera, reversing the previous trend of migration. Those living in the new



An aerial view of the western end of the Royal Arsenal, Woolwich, with the Millennium Dome in the distance. © BHL



An internal view of the restored upper floor, Building 49, Grand Store, Royal Arsenal, Woolwich. © BHL

towns in the hinterland are also realising the value of living close to an historic area and by their presence are beginning to bring new life to what were once dying towns.

In Cadiz at the Real Carenero, an initial public investment has hopefully been secured to refurbish the Suazo Bridge. This may act as a catalyst for future development to create a tourism and cultural centre on the site. If a financially sustainable project is to be created, private investment now needs to be persuaded of the value of the historic buildings and their ability to attract and generate revenue.

At Woolwich, the Royal Arsenal benefited from its scale and the opportunity to create a truly mixed

development. The heritage of the site is also clearly a marketing advantage, but the lower residential densities that can be achieved within the Listed Buildings have reduced their profitability. New-build development elsewhere on the site has supported this additional cost, with the result that it has still been possible to secure a financially viable development. The next phase of mixed residential, leisure and commercial development will work on a similar basis, with high-quality new developments complementing and supporting the old.

Creating a sustainable community means ensuring that the project can resist future decline in terms of unemployment, loss of appeal, social instability and unsustainable demand on natural resources and energy. Providing essential services and creating a range of jobs that serve the local community have therefore been important drivers within the Royal Arsenal project. One key area is the commercial leisure industry, and in particular the bar and restaurant trade. The fast-food industry is well served within Woolwich town centre, but there are very few of the higher-quality restaurants that will attract the Arsenal's future residents and visitors. It is therefore expected that further restaurants will spring up, and that these, in turn, will require labour from the local area.

Berkeley Homes Ltd have used some of the most experienced consultants in the property industry to ensure that the site's new buildings are of the highest design. For example, the use of external balconies is intended to allow easy maintenance, and thus to prevent the buildings from losing their visual appeal.

By providing homes of different sizes and types of tenure the developers are deliberately encouraging the integration of people of different social backgrounds and income levels, which should in turn help to create a community with the vibrancy to support and sustain itself. Social-rented, shared-ownership, key-worker and private-ownership homes are all located within the same buildings to encourage the best possible social integration.

The Royal Arsenal development has been constructed to ensure that the demands on natural resources are moderated. The two largest buildings within the first phase of development, the rehabilitated Buildings 22 and new build of Zone 13, are heated from district heating systems and have been certified as 'very good' under the EcoHomes version of the UK Building Research Establishment's Environmental Assessment Method (BREEAM). The purpose of BREEAM is to assess the environmental performance of buildings in terms of



The Church of Our Lady of Victory, one of the landmarks of the Cottonera waterfront, Malta. © EH

management, energy use, pollution, health and well-being, transport, land use, ecology and materials. As well as a performance-rating system that ranges through *pass*, *good*, *very good* to *excellent*, BREEAM offers developers and occupiers a measurable range of benefits that include legislative compliance and better rental and sale incomes by way of reduced running costs.

Within the western part of the Arsenal, which is to be called the Warren, 10 per cent of the energy requirement will come from environmentally friendly resources. At present, Berkeley Homes Ltd, with the support of the London Development Agency, are investigating the viability of a combined heat and power plant. This generates electricity through a gas-fired boiler, the waste heat from which is then used to heat the water that provides the hot water and central heating for the apartments in the building. Geothermal piling and solar panelling are also being investigated as potential renewable energy sources.

Private car parking is being provided for 80 per cent of homes in the first phase of residential development at the Royal Arsenal and just 60 per cent in the second phase, the



Fort St Angelo, Malta, in the early morning light. © EH



View of the Suazo Bridge, Cadiz, looking across the salt marsh. © UCA

Warren. To compensate for this squeeze on private car use, the site's 10,000 new residents are going to have to be supported by good quality public transport.

The existing Woolwich Arsenal railway station is a key interchange on the Southeastern train service rail network. It is located in Woolwich town centre and provides direct services to four London mainline stations: London Bridge, Cannon Street, Charing Cross and Waterloo. On its own, however, it is not sufficient to meet the commuting needs of the present community and the new Royal Arsenal residents or to increase the appeal of Woolwich to those living elsewhere.

One important addition to the Woolwich transport network will be the extension of the Docklands Light Railway to Woolwich Arsenal mainline station, which will provide direct services into Bank station and connections to Canary Wharf and Stratford. As a result, the Woolwich area will become much more attractive to those who work in the City of London and Docklands. To further improve access to Docklands employment opportunities a Greenwich Waterfront Transit system is being put in place. This bus service will pass directly through the Royal Arsenal on its way from Abbey Wood to North Greenwich Jubilee Line station. North Greenwich is in turn just two stops on the underground from Canary Wharf and also links directly to London Bridge and Green Park stations.

Another mode of transport that connects the Royal Arsenal and Canary Wharf is the Thames Clipper riverboat. This commuter service runs from the pier at the Royal Arsenal to Canary Wharf and central London, eventually terminating at Savoy Pier on the Victoria Embankment.

All these enhancements to the public transport infrastructure have been made viable by the redevelopment of the Royal Arsenal. The core market targeted by Berkeley Homes Ltd is young, high-earning professionals whose spending power will benefit the wider Woolwich community as well as supporting the enhanced transport systems.

To be successful, modern European regeneration projects of the kind represented by SHARP must be socially, economically and environmentally sustainable. Such projects are never isolated and their impact on the community should always guide those responsible for developing them. They should enhance and add value to what already exists, as well as celebrating its embedded heritage and cultural tradition. Although the scale and diversity of the outcomes may differ from project to project, those core aims should always remain the same.

This section has been co-ordinated by Tim Griggs (London Development Agency) and Neil Sams and John Anderson (Berkeley Homes)



Recognising the features that define the character of buildings and areas is a vital starting-point. *Top*: The Shell Foundry Gatehouse at the Royal Arsenal, Woolwich, © BHL; *middle*: a detail of the Pinto Wharf in Malta's Grand Harbour, © EH; *left*: prisoners' graffiti in the Tallinn Battery, © EH

4 Lessons Learnt: Regeneration Through Heritage

Towards a Blueprint

Over the two-year lifetime of this trans-European project the SHARP partners have gained a deep understanding of the history of their sites and the issues and challenges that they face. They have also brought to the project a wide range of experiences gained in the management of many other regeneration and heritage projects.

Each SHARP site is different in terms of its scale and the stage that its regeneration has reached. As the project has proceeded the partners have nevertheless gained an increasingly clear understanding of the six themes that are common to them all, themes that transcend superficial detail to reveal the elements that are crucial to success. The shared aspiration is to turn a challenging arsenal site into an asset that contributes to the local community and economy while respecting and celebrating its own history.

The partners wish to emphasise that what follows is not to be read as a model of best practice but an outline of the forms of broad approach that should be considered by those contemplating similar regeneration projects. While some shared principles will remain, every site presents its own unique combination of challenges and opportunities, requiring a similarly unique appraisal.

Masterplanning

1 GROUND RULES

1.1 Context, context, context

The vital role of the masterplan is in establishing how the historic site will work in future in relation to its context. How will it link to the rest of the town or city? What functions will it provide, what will neighbouring areas need and benefit from? These sites have almost always been cut off, for reasons either of security and safety. It is vital that the masterplan is both for them *and* their surroundings – not just for the buildings and spaces inside the boundary.

1.2 Partnerships

The first consideration has to be to identify who are potentially key players in a site's regeneration. At this early stage it may be as simple as recognising if the site should or could be dealt with by the public or private sectors or a combination of the two.

1.3 Shared aspirations

Integral with the makeup of the partnership is the vision of the anticipated form or mix of how the regenerated site would function. In most instances it will be the vision promoted by the core organisation that will lead to the mix of the wider partnership. However, as with the Battery in Tallinn, it is the central organisation that will need to work with potential stakeholders to develop a vision. It may be felt that these two considerations are 'back to front' in that you need a vision to 'sell' to prospective partners.



The SHARP partnership, plus guests, at its meeting held at Fort Rinella, Malta, February 2005. © EH

1.4 The initial vision

However, experience has shown through the delays that occurred at the Royal Arsenal, Woolwich and the Battery in Tallinn that an initial vision may eventually be seen to be unworkable or unrealistic in terms of conversion or subsequent ongoing running costs. What must be established is recognition of the importance of the site and the factors that make it important. Not to do so will likely lead to insufficient priority being given to the heritage requirements. At this stage an audit of the site should therefore be undertaken to inform a statement of significance.

1.5 Statement of significance

The key assets of the site can be quite wide-ranging in terms of potential – from its history, economic and employment potential to the value of its open spaces and uniqueness. A statement of the site's significance can therefore provide a means of influencing regeneration proposals.

2 HISTORICAL RESEARCH

Historical research needs to be another early consideration. A significant proportion of it should be undertaken ahead of the audit of the site so that it can help to explain the origins and thereby the relative importance of the different physical components of the site. The research being undertaken for the benefit of the redevelopment of the site will need to be delivered to the developers, architects and planners if it is to have value. Research will also help to demonstrate the site's wider local and national historical significance, as well as its importance to the local community.

3 ENVIRONMENTAL IMPACT ASSESSMENT

Once the site's importance and potential stakeholders have been identified, an Environmental Impact Assessment to measure the likely effect of development on the surviving historic fabric should be produced. This may in turn require further on-site investigation of the site's archaeological deposits and standing structures. If it is thought that such work could lead to a modification of the proposed scheme, it should not be delayed until a later planning stage.

Some buildings or structures on a site may not be sufficiently important to deserve preservation in their own right, but there should be the opportunity to consider their retention in terms of the contribution that they make to the overall character and story of the site.

4 PRE-ACQUISITION DISCUSSION

Other INTERREG and Europa Nostra partnership projects have looked at some of the detailed aspects of former military sites and it is not our intention to overlap with their conclusions. It is recognised that certain militarily sensitive elements and contamination issues are likely to require attention, but site clearance should be resisted.

5 IDENTIFICATION OF HISTORIC SITES

The masterplan process may determine that certain structures can be removed or elements recycled within the site, but only after due process. If the site is in the ownership of a third party, there will need to be early recognition of its historic importance and agreement as to the extent of 'preparation' that is appropriate. Being realistic, it is likely that true advance in this area will require agreement on national guidelines in the first instance followed by harmonisation within a European Union directive.

6 CONSULTATION AND PUBLIC SUPPORT

Having established who the stakeholders are in the regeneration of the site, it is important that the key partners take a firm lead, while making sure that the wider circle of interest groups is properly informed and canvassed about the decisions that are being taken.

7 LEADERSHIP

A scheme can quickly wither if critical decisions are not taken within an appropriate timescale. Equally, if this stage of the process is too drawn out, the strength of the market can change and render a perfectly good scheme unviable. It is therefore important that the key leadership group repeatedly checks the sustainability of the evolving vision.

8 SCOPE OF THE SCHEME

The masterplan needs to contain a series of principles to which the resulting development scheme is wedded. In particular, it must spring from the underlying need to retain the character of the site, in this case former military and/or industrial heritage sites. Among other issues it must explain how the site is to be accessed, how it is to be rehabilitated back into the local community and economy, what design principles should govern any new build and what kinds of materials should be used for those new buildings and their associated streetscape. Attention must also be given to the principles that will govern the conservation of the site's historic buildings. In particular, the height and density limits of any new building need to be agreed at this stage to ensure that what makes the site special is not lost or compromised.

Public–Private Partnership

9 FUNDING – STRIKING A BALANCE

When approaching the masterplan, key stakeholders will need to consider the likely roles of the public and private sectors in delivering the rehabilitation of the historic site. It may be that the private sector will only play an operating role once the site has been restored, as has been proposed for the Real Carenero in Cadiz. At the Grand Harbour in Malta, by contrast, the voluntary sector is taking the lead in the preparatory works as well as operating the rehabilitated site, while in Tallinn an initial proposal for a mix of public and private enterprise has been superseded by the initial redevelopment of the Battery being driven by the public sector. Inevitably, most sites will rely on some level of private commercial funding and it is essential that all stakeholders accept the ideas of profit and a return on investment. This may mean compromises, but that is the nature of working in partnership. The key is that the common core aims and the jointly agreed vision are not lost.

10 MEASURE OF RISK

If the private sector is to have a role, it is crucial to determine what the public sector needs to do before a commercial company will be willing to take a long-term risk. Public-sector money will always be limited and is usually less than the project ideally requires, and it is therefore essential to deploy resources wisely. Setting in place the access and infrastructure for a site is always money well spent. Consider whether some of the remedial works could be undertaken by the private sector as part of their contribution to the site, bearing in mind that this may require financial assistance from the public purse. This is particularly important if the work is undertaken at an early stage in the project and may not ultimately prove to be entirely appropriate for the building's eventual new uses. There should also be recognition of the need to respond to changing requirements for energy efficient materials and recycling of materials recovered from elsewhere on site.

11 REMEDIATION

Contamination of a site can be a major issue and requires concerted efforts to resolve. A blanket approach to the removal of a predetermined depth of material from across the site should be resisted, however. Identify where the 'hot spots' are and deal with them, looking whenever possible at the option of less expensive methods of decontamination such as capping. All remediation measures are likely to have some impact on buried archaeological deposits and so they should be undertaken only if they cannot be avoided. The stage at which a given area is remediated is also an important consideration. Careful thought should be given by the public sector to the merit of skimming off the contaminated upper levels and replacing them with clean material, especially if the private-sector developer is likely to want to remove deeper obstructions and thereby disturb more contaminated ground. Brownfield can be perceived as difficult and involves a level of risk that the private sector would rather avoid, or at least prefer to have removed. In some cases, however, it is more efficient to publicly fund the private developer's remediation than physically deal with it at too early a stage. It is therefore important that the work should be undertaken only when the new buildings' locations and foundation details are known. This can also remove the need for the archaeologists to deal with the same area twice.

Heritage

12 ARCHAEOLOGICAL IMPLICATIONS

Any intervention within the heritage site will have an impact on the historic resource, and it is therefore essential to determine how to deal with the challenges of the different areas of the site. A framework document must set out how the site is to be managed in terms of the planned programme of investigative works. It is also important that only one archaeological practice undertakes the site work, both to ensure that the integrity of the site is maintained and to make it easier to knit the resulting information into a meaningful report. The steps in which archaeological and building recording work will occur must be clearly explained. In particular, it is important to define the stages that are likely to generate information that will have an effect on the wider regeneration programme – for example a requirement for the redesign of piling plans or a reconsideration of internal building space to take account of important internal features that should be retained, restored or replaced.

13 BUILDING IMPLICATIONS

It is essential that building recording and conservation work is dovetailed with that necessary for the site's archaeology. By adopting similar approaches to the assessment of the buildings, the information gained can be fed back into the detail of the programme of regeneration. As far as is possible or desirable their recording should lead to preservation *in situ* as opposed to 'preservation by record'.

14 COST IMPLICATIONS

The finance for the archaeological work needs to be costed on the basis of the initial statement of significance, just like the costs of recording, repairing or restoring an historic building. Unless this is done, significant unplanned costs can place pressure on other aspects of the project, such as the ability of the public-sector partner to fulfil its part of a public-private arrangement or the completion of the rehabilitation for its new end uses. Even on major sites, archaeological and historic building costs can be considerable and must therefore be factored into the viability of the regeneration scheme. The 'statement of significance' must also be recognised by all of the key stakeholders if it is to be a core element within the wider programme. This shared commitment should be expressed through the adoption of a formal heritage policy for development. By its nature the policy will be site-specific and contain statements that commit the partners to ensure that the heritage of the site is appropriately respected, preserved, restored, converted and recorded, and the results of that recording communicated to visitors, local people and academics alike.

15 AVOIDING DAMAGE

The greater the use of the site by the public, the greater is the chance of an increase in erosion and other problems such as humidity on particularly fragile sites. This can usually be addressed in advance by a management plan that identifies measures to prevent such situations arising, as well as possible action to be taken if damage does occur. Such considerations mean that the site should be regularly monitored.

Tourism

16 A STRATEGY

Tourism and education are often two sides of the same coin. The importance of tourism may be significantly different from site to site but should never be ignored. A tourist, moreover, could be someone who lives within walking distance of the site or someone who visits it from afar. Either may visit for no other reason than to observe and experience the site, its history and its attractions. Often a masterplan will refer to the need for a tourism strategy but then leave this as a general aspiration to be worked out in detail by others. As a focus for the efforts and resources of a wide range of people and organisations, it is important to have an agreed framework for interpreting and disseminating the site's significance. For some sites, tourism will be the lifeblood of its sustainable future and the income it generates will assist with further phases of work. If handled correctly there should be a steady growth in the number of new and returning visitors.

17 BOUNDARIES

The location of a site away from existing population or existing tourist areas presents its own specific challenges and will often necessitate collaboration with other interested parties who possess similar sites. By working together it may be possible to find more viable ways of encouraging and enabling visitors to make the journey.

18 CRITICAL MASS

It is vital that the historic site should offer sufficient attractions to occupy visitors for defined periods of stay, whether an hour or a whole day. If access is difficult, then it will need to entertain a visitor for at least half a day to make the visit worthwhile. The use of changing static displays as well as demonstrations and special re-enactment days will also encourage people to return. It is therefore important that any visitor strategy should work on more than one level. The facilities may also need to be developed in tandem with the rest of the site's regeneration so that people can appreciate the changes that are being made – and perhaps even want to offer their own practical support. Once the visitor facilities are open, people's experiences should be monitored so that future marketing of the site accurately reflects the kinds of audience that the latter is attracting. Because most sites are located within areas that provide other attractions for the potential visitor, a combined marketing strategy should benefit all.

Education

19 QUALITY OF INFORMATION

Once visitors are on site, whether as part of a school group or as individuals, they will expect a certain level of information. For children, it is important to provide an extra dimension to the education curriculum – for example, handling actual objects or having opportunities for creative expression after a guided tour. The experience can be personalised by reading extracts from diaries or narratives of daily life written by people who lived at particular times in the history of the site. Role-playing then becomes possible, the site itself providing an

irreplaceable context for learning about the past, even if that past is relatively recent. Although they tend to be a little more reserved than children, adults can be equally or more demanding. It will be therefore necessary to provide them with information in ways that capture and sustain their interest.

20 GAINING MOMENTUM

If children enjoy their school visits, they are likely to want to return with their families and guide them around using the knowledge they have gained. One way to encourage people to move between different local heritage sites is to operate split exhibitions so that visitors have to go to more than one attraction to see the whole event. This principle could also be extended to the performing arts or other cultural activities.

Sustainable Regeneration

21 CELEBRATION OF HERITAGE

Introducing independent and vibrant new life to abandoned and difficult historic military or industrial sites is a worthy aspiration. These places can be of great cultural importance, and the fact that they no longer serve their original uses need not mean that their life has to end. Suitably adapted, each in its own way can make a valuable contribution in its modern setting. The way in which the changes are phased can be critical to attracting people, businesses and investment to the site. In particular, the new facilities have to be able to survive the challenging early stages of redevelopment when their expense will probably exceed income.

In the regeneration of a large historic site a point should eventually be reached when the combined achievements start to outweigh the contribution of the individual stakeholders. From that point on, the site has a sustainable future. The conditions for this to happen have to be engineered, and it will never be possible unless everyone involved in the project has a shared vision of the site's potential and a very clear understanding of what makes it special and important to local people and investors alike. Its sustainability then becomes a function of what the site can offer and the potential that stakeholders can see in it – not just for themselves but also as something that deserves to be passed on to the care of the next generation.

22 EXIT STRATEGY

For a partnership between different interest groups to really work, and this includes a marriage between the public and private sectors, there needs to be an exit strategy: how the partners conclude their regeneration role. This has to be defined at the start of the process. For the public sector this may be once the project budget has been spent and the site is occupied, or it might be when income from the site has been repaid or a predetermined portion of the expenditure through mechanisms such as admission fees, sponsorship and ground rents is recovered. The early establishment of an operating or management company is always worth considering and the role of this can grow and evolve as the site moves towards its self-sustaining state. For an exit strategy to work there has to be a clear way of knowing when a site has indeed been 'sustainably regenerated'. It is at this predetermined point that the partnership will dissolve, to be replaced by an agency or agencies to manage and maintain the site for the future. The public sector will continue to play a statutory or advisory role, but no longer as an agent of regeneration.



Looking below the surface is vital for understanding a site's importance and its past development. *Above, left:* Archaeological excavation at the Royal Arsenal, Woolwich. © EH. *Above right:* Investigating historic stonework at the Real Carenera, Cadiz. © UCA



The need to identify an exit strategy! A view of the Baltic from the Battery at Tallinn. © EKA



õppetundi: piirkonna elavdamine kultuuripärandi abiga

Kuidas sünnib projekt

Üle-Euroopalise SHARP projekti kahe aasta jooksul on osapooled tegelenud oma objekti ajalooa põhjalikumalt. Samal ajal on omavahel vahetatud kogemusi ka mitmete teiste regenereerimis- ja kultuuriväärtuslike ehitusprojektide ning nende juhtimise osas.

Iga SHARP-I objekt on eriline ja erinev nii oma suuruse kui ka taastamisprotsessi arenguetapi poolest. Projekti käigus on sellegipoolest tuvastatud, et seda tüüpi kinnisvaraarendusel on kuus ühist teemat, milliste edukast lahendamisest sõltub kogu arenduse edukas tulevik. Ühiselt tajuti ka püüdlust muuta endine sõjaväeobjekt väärtuseks, mis tõstab oluliselt ka ümbruskonna elamisväärsust ja elavdab majanduselu, võimaldades samal ajal ka olla uhke oma ajaloo üle.

Partnerid rõhutavad, et järgnev tekst ei esitle tingimata parimaid võimalikke lahendusi, vaid osundab pigem problemaatikale ja lähenemisvõimalustele, mis sarnastel kinnisvaraarendusprojektidel tulevad suure tõenäosusega kõne alla. Osad printsiibid olid projekti objektidel ühised, samas oli igal riigil oma eripäraseid lähenemisnurki, omi raskusi ja omi unikaalseid võimalusi.

Detailplaneerimine

1.1 Asukoht, ümbruskond, sidusus

Detailplaneeringu üks keskseid küsimusi on määratleda ajaloolise ehitise või paiga toimimine tulevikus ümbritseva keskkonna suhtes. Kuidas hakkab toimima tihe side ülejäänud linnaga või metropoliga? Milliseid funktsioone hakkab see hoone või hoonete grupp täitma, milliseid vajadusi ja võimalusi toob see kaasa naaberkruntidele ja kogu ümbruskonnale? Endised militaarehitised on peaaegu alati olnud linnaruumist rangelt eraldatud, kas siis turvalisuse- või kaitsekaalutlustel. Seetõttu on oluline, et detailplaneering oleks tehtud nii ajaloolise ehitise kui ka kogu ümbruskonna liitmist silmas pidades, mitte ainult konkreetse kinnistu keskselt.

1.2 Partnerlus

Esimesena tuleb selgitada, kellel on piirkonna arendamisel tegelikke huve. Päril projekti alguses on lihtne tuvastada, kas piirkonda võiks arendada avalik või erasektor, või mõlemad koos.

1.3 Ühised eesmärgid

Partnerluse loomise üks vältimatu osis on visioonide kujundamine paiga toimimisest tulevikus. Enamikel juhtudel on objektiga seotud üks tuumikarendaja, kellel on välja pakkuda visiooni alged, ja kes kaasab partnereid laiemalt. Samas võib juhtuda, nagu on näiteks Tallinnas, et objekti omanikul on vajalik visioon välja töötada koos potentsiaalsete teiste huvigruppidega. Kergesti võib tekkida tunne, justkui oleks vaja valmisvisiooni, mida 'müüa' tulevastele partneritele.

1.4 Algne visioon

Tegelikult on aga selgunud nii Woolwichi Kuningliku Arsenali kui ka Tallinna Patarei näitel, et projekt võib hakata kergesti venima, kuna algne visioon võib osutuda ebarealistlikuks hilisemate hoolduskulude tõttu või ei hakka lihtsalt tööle. Seetõttu tuleb kõigepealt kindlalt kokku leppidaehitise või paiga tähtsuses ning konkreetsetes faktorites, mis just nimelt selle koha oluliseks muudavad. Kui jätta see tegemata, siis võib edaspidist arendust halvata muinsuskaitsete nõuete liiga vähene tähtsustamine. Mõistlik on kohe alguses läbi viia paiga audit, mis väljendaks selgelt arenduspiirkonna olulisust ja erilisust.

1.5 Väärtuste audit

Ehitiste ja paikade erinevatel detailidel võib olla vägagi erinevaid ja erineva tähtsusega omadusi, pidades silmas tulevikupotentsiaali. Millestki võib olla kasu ajaloolise, majandusliku või tööhõivealase edukuse väljatoomiseks, eraldi väärtused võivad olla avatud pinnad ja unikaalsus. Arendusala väärtuslike eripärade väljatoomine võib seetõttu olla heaks abimeheks arendusprotsessi ettepanekute arvestamisel.

2 AJALOOLISED UURINGUD

Teine projekti varajase staadiumi töö on ära teha ajaloolised uuringud. Suuresti tuleb uuringud läbi viia juba enne väärtuste auditi koostamist, et selgitada välja eripärad ja nende päritolu, samuti hindamaks erinevate ehitusosade suhtelist tähtsust. Arendustegevust silmas pidades ja väärtusi välja toovalt läbi viidud uuringute tulemused peavad olema edastatud nii piirkonna arendajatele, arhitektidele ja planeerijatele. Uuringud aitavad mõista paiga laiemat ja ka üleriiklikku ajaloolist tähtsust, samuti olulisust kohaliku piirkonna arenguloos.

3 KESKKONNAMÕJUDE UURINGUD

Pärast paiga väärtuste ja huvigruppide väljaselgitamist tuleks läbi viia arendustegevuse mõju allesjäävale ajaloolisele substantsile. Selleks võib olla vajalik viia arendusalal läbi täiendavaid uuringuid, näiteks arheoloogilisi kaevamisi või ehitusfüüsikalisi mõõtmisi. Eriti vajalikud on uuringud varajases staadiumis projektide puhul, kus on kahtlusi, et selliste uuringute tulemused võiksid mõjutada hilisemad otsuseid. Võimalik, et mõnede ehitiste või ehituskonstruksioonide olukord on küll halb ning nad eraldiseisvatena ei vääriksi kaitset, kuid arendusala terviklikku iseloomu ja ajalugu silmas pidades võivad nad olla säilitamiseks piisavalt olulise tähtsusega.

4 KOHUSTUSTE VÕTMISEST LÄHTUV DISKUSSIOON

Endiste sõjaväelise otstarbega ehitiste teemaga on tegelenud ka mitmed teised INTERREG-I ja Europa Nostra projektid, meie kaalutlused ei haaku alati nende arutelukäikudega. Tähelepanu on pööratud näiteks sõjaväeobjektide teatud militaarelementidele ja keskkonnasaastele, kuid see ei anna veel põhjust ehitiste lammutamise lubamiseks.

5 AJALOOLISTE PAIKADE IDENTIFITSEERIMINE

Võib juhtuda, et detailplaneeringute alusel on lubatud osade ehituskonstruksioonide asukoha muutmine või elementide taaskasutus samal arendusalal, kuid sedagi alles pärast põhjalikke kaalutlusi. Kui arendusala on kolmanda osapoole omanduses, on ajalooliselt väärtusliku substantsi väljaselgitamine eriti oluline ettevalmistustööde vajalikul tasemel läbiviimiseks. Igapäevases elus tähendab see, et piirkond vajab esmajärjekorras selgeid piiranguid ja ettekirjutusi riiklikul tasemel, ning järgmiseks nõuete alusena Euroopa liidu direktiividele toetumist.

6 KONSULTATSIOONID JA AVALIKKUSE TOETUS

Pärast arenduspiirkonna huvigruppide väljaselgitamist on oluline, et võtmeosapooled võtavad juhtimise kindlalt oma kätte. Selle protsessi käigus tuleb loomulikult silmas pidada, et kõik huvigrupid oleks põhjalikult informeeritud ja otsused oleks nendega koos ette valmistatud ja läbi arutatud.

7 JUHTIMINE

Ka kõige parem skeem võib kiiresti kasutamatuks muutuda, kui otsuste vastuvõtmine hakkab venima. Samal ajal on liiga pika aja peale planeeritud tööd haavatavad turumuutuste poolt ning investeerijad võivad eelistada täpsemalt ajastatud projekte. Projekti juhtgrupp peab seetõttu pidevalt kontrollima tekkiva visiooni keskkonnasäästlikkust.

8 PLANEERINGU ULATUS

Detailplaneeringus peab olema esile toodud rida printsiipe, milliste realiseerumist oodatakse valmivalt arendusprojektilt. Eriti tuleb rõhutada baasvajadust säilitada ala eripärasus, meie juhul endiste militaar- või tööstuspärandi erilisus. Muuhulgas tuleb ära näidata ligipääsud arendusalale, majanduslik ja sotsiaalne sidusus ümbruskonnaga, uusehitistele mõeldud dominantsete disainiprintsiipide kirjeldus, uusehitiste materjalikasutus ning uusehitiste seondamine tänavavõrgustikuga. Ära tuleb kirjeldada ka ala ajalooliste hoonete restaureerimisprintsiibid. Võimalikult varajases staadiumis tuleb ära määrata uusehitiste kõrguspiirangud ja kinnistute täisehituse mahud, et hilisemas planeerimisprotsessis oleks ajaloolise eripära säilumine tagatud.

Avaliku ja erasektori koostöö

9 PROJEKTI RAHASTAMINE

Detailplaneeringuga alustades tuleb avaliku ja erasektori vahelised kohustused ajaloolise paiga taaskasutusse võtmisel tõenäolistes ulatustes paika panna. Näiteks Cadizi Real Carenero puhul kaalutakse varianti, kus erasektori roll piirdub arendustööde juhtimisega kuni objekti käikuandmiseni. Malta Suursadama (Grand Harbour) objektil võtab jällegi kogu vastutuse kolmas sektor. Tallinnas oli algne plaan ühendada projekti arenduses erasektori ja avaliku sektori pingutused, kuid nüüdseks on valitud valikule sektorile juhtivroll Patarei arendusel. Paratamatult on erasektori tugi suurte objektide arendamisel mõõdapääsmatu ning seega on loomulik, et juhtpartnerid leiavad võimaluse aktsepteerida objekti kasumlikkuse ja investeeringu tootluse mõisteid. See võib tähendada kompromisse, kuid kompromissid on partnerluse loomulik osa. Kõige tähtsam on, et ei loobutaks ühiselt algselt kokku lepitud väärtustest ja visioonidest.

10 RISKIDE HINDAMINE

Enne erasektori kaasamaist peab avalik sektor objekti ette valmistama selliselt, et äriettevõtteks oleks pikaajalise investeerimiskriisi võtmine tehtud nii lihtsaks kui võimalik. Avaliku sektori eelarved on alati piiratud ja reeglina on lubatud kasutada vähem vahendeid, kui ideaalis vajalik oleks. Seetõttu on ressursside säästlik ja läbimõeldud kasutamine eriti oluline. Kindlasti on õige kulutada raha määramaks ära juurdepääsud ja arendusala infrastruktuuri. Teatud restaureerimistööd arendusalal võivad olla seotud vajadusega investeerida raha ka avaliku sektori poolt. Eriti oluline on selline koostöövalmidus olukorras, kus projekti algstaadiumis pole võimalik täpselt ennustada, kas ehitist näiteks suudab ikka täita plaanitud tulevast funktsiooni. Samuti tuleb silmas pidada vajadusi, mida on kaasa toonud nõuded kasutada energiat säästvaid ehitusmaterjale ning säästvat ehitusmaterjali taaskasutust arendusala raames.

11 SAASTE KÕRVALDAMINE

Militaarobjektidel võib esineda erinevat keskkonnasaastet, mille kõrvaldamine on suur töö. Vale oleks asjale läheneda nii, et lihtsalt kogu pinnas veetakse minema ja asendatakse uuega. Mõistlikum on tuvastada konkreetsed saastekohad ning saaste iseloom ja säästvalt asendada vaid nii palju, kui on ilmingimata vajalik, selline lähenemine on ühtlasi ka odavam. Arheoloogilisi kihistusi ei ole õige asjatult segi pöörata, seega on sügavutiminek õigustatud ainult juhtudel, kus muu lähenemine pole võimalik. Otsustada tuleb ka, millisel projekti etapil on keskkonnakahjude likvideerimine õigustatud. Seda eriti olukorras, kus arendajaks on erasektor, kellel võib tekkida soov eemaldada ilma uuringuteta lihtsalt kogu pinnas ja asendada see uuega. Sõltuvalt olukorras, võib olla otstarbekam objekt enne avaliku sektori poolt puhastada projekti algstaadiumis või siis rahastada säästvaid puhastustöid avaliku sektori poolt hilisemas järgus, mil uusehitiste täpsed asukohad ja vajalik kaevetööde maht on juba teada. Sellisel juhul saavad ka arheoloogid piirduda vaid ühekordsete kaevamiste ja järelevalvega.

Kultuuripärand

12 ARHEOLOOGIA

Arendusala eri osade käsitlemine peab lähtuma põhimõttest, et igasugune ajaloolise pärandi muutmine toob paratamatult kaasa ka selle rikkumist. Seetõttu vajab objekt programmilist dokumenti, mis määrab ära uurimistööde plaani kogu kinnisvaraarenduse protsessi jooksul. Peame tähtsaks sedagi, et objektiga tegeleks üksainukene arheoloogiafirma, kuna see tagab uurimistulemuste integreeritud ja kasutatava hilisema esitluse ja analüüsi. Täpselt peab olema ette kirjutatud, millisel moel tuleb dokumenteerida nii arheoloogilised kui ka ehitusuuringud. Eriti oluline on sealjuures ette välja tuua uurimistööde etapid, et saadud informatsiooni põhjal saaks jooksvalt juba teha järeldusi laiema planeerimistöö tarbeks, näiteks torude planeerimiseks või enne sisekujundusprojekti säilitatavate, asendatavate või restaureeritavate detailide arvessevõtmiseks.

13 E HITUSTÖÖDE PLANEERIMINE

Oluline on arendustöödel leida sobiv koostöö ehitusuurijate, arheoloogide ja konservaatorite vahel. Kui kolm osapoolt lähenevad objektile ühtedel alustel, siis on saadud informatsiooni lihtsam detailselt ära kasutada planeerimistöödeks. Eelistada tuleb kuni viimase piirini lähenemist, kus uurimistööd viivad elemendi säilitamiseni in situ, selle asemel et 'säilitada' see vaid joonistel ja fotodel.

14 KULUDE PLANEERIMINE

Arheoloogilistel ja muudel uuringutel, samuti dokumenteerimisel, restaureerimisel ja tugitöödel on ajaloolistel hoonetel oma hind, sellise maksumusega arvestamine enne projekti alustamist on otsustava tähtsusega. Juhul kui selline eelarvestamine on jäänud tegemata, siis tuleb arvestada suuremahuliste ettenägematute kuludega, mis võivad omakorda hakata mõjutama kogu projekti kulgu. Eriti raskeks muutub sellisel juhul eelarveliste asutuste koostööga arvestamine või lubaduste täitmine lõppkasutajate huvides. Sõltumata objekti suurusest, võivad arheoloogilised ja ehitusuuringud olla märkimisväärselt kallid ning seetõttu tuleb selle kuluga projekti planeerides arvestada. Kõik juhtpartnerid peavad aktsepteerima selliste kulude olulisust, seda eriti siis, kui tegemist on suurema ala arendusega. Mõistlik on vastu võtta osapoolte vaheline formaalne dokument, kus on ära näidatud lähenemisviisid kultuuripärandile arendustööde käigus. Selle dokumendi sisu on alati sõltuv konkreetsest objektist ja suunatud olemasoleva kultuuripärandi austamisele, säilitamisele, restaureerimisele, jäädvustamisele ja taaskasutamisele, samuti ajaloopärandi tutvustamisele nii piirkonna külalistele, kohalikele elanikele kui ka akadeemilistele ringkondadele.

15 JÄRELEVALVE TAGAMINE

Suurem avalikkuse huvi võib kaasa tuua 'ülarahvastatuse' probleeme, näiteks erosiooni või liigniiskuse näol, mis on ohtlikud tundlikele objektidele. Planeeringus tuleb seega arvestada meetmeid selliste ohtude vähendamiseks, samuti peab teada olema tegevusplaan, kui need ohud peaksid tegelikkuses tekkima. Selline eesmärk tähendab, et ajaloolisi hooneid tuleb pidevalt jälgida.

Turism

16 STRATEEGIA

Turism ja haridus on sageli sama mündi kaks poolt. Turismimajanduse tähtsus võib olla objekti erinev, kuid seda ei tohiks kunagi alahinnata. Lisaks võib turist olla ju keegi, kes elab ehitisest jalutuskäigu kaugusel või keegi, kes tuleb väga kaugelt. Arvestada tuleb ka külastajatega, kes ei tarbi kohapeal pakutavaid teenuseid, vaid soovivad tutvuda vaid ajaloolise paiga ja ehitistega. Sageli võib detailset turismistrateegiat olla vaja juba detailplaneerimise käigus, kuid selle autoriteks tuleb kutsuda oma ala asjatundjad. Kaasates paljude inimeste töö, peab silmas pidama, et see töö toimuks üldiseid eesmärke silmaspidavalt, seega etteantud formaalsetes raamides. Mõnel juhul võib turismitööstus olla säästva arengu võimaldamise nabanööriks, võimaldades vahendeid jätkuvateks töödeks. Õige planeeringu korral peaks olema võimalik tagada nii korduvkülastuste kui ka uute külastajate arvu pidev kasv.

17 PIIRIDE SEADMINE

Kui ajalooline objekt asub tiheasustusaladest või olemasolevatest turismiatraktsioonidest eemal, siis võib olla vajalik tihedam koostöö teiste huvitatud pooltega, kelle omanduses on samasuguseid vaatamisväärsusi. Koostöö annab võimalusi veenda külastajaid pikemat reisi ette võtma.

18 KRIITILINE MASS

Ajaloolist kohta arendades on elulise tähtsusega leida külastajatele tegevust minimaalseks määratud perioodiks, olgu selleks tund või terve päev. Kui paigale ligipääs on raskendatud, peab olema tegevust pakkuda vähemalt pooleks päevaks, et reis tasuks ettevõtmist. Näituste vahetamine, erinevad esitlused ja üritused meelitavad inimesi uuesti tagasi tulema. Seetõttu tuleb igasugused külastajate ligimeelitamise strateegiad välja töötada mitmetasandilistena. Ajaloolise hoone korrastamine nõuab seetõttu ka koostööd kogu ümbritseva alaga, sest inimesed hindavad pingutusi, mis on neile nähtavad, ja võivad koguni pakkuda oma kaastööd ala arendamiseks. Kui objekt on külastajatele avatud, siis tuleb pidevalt jälgida elamuste pakkumise tagasisidet, et meelitada olemasolevale külastajaskonnale teistsuguseid sihtrühmi lisaks. Enamus ajaloolistest paikadest asub piirkonnas, kus on ka teisi vaatamisväärsusi, seega tasub kindlasti ennast ära ühine turundustegevus.

Haridus

19 TEAVITAMISE KVALITEET

Kui külastajad on juba jõudnud objektile, olgu tegu koolilaste rühmaga või üksikkülastajatega, siis on neil õigustatud ootus saada teatud tasemel informatsiooni. Laste jaoks on oluline lisada hariduslikke momente, näiteks võimalust oma käega asju katsuda või pärast ekskursiooni leida loomingulist tegevust kohapeal. Akadeemilisele infole lisaks võib pakkuda ettelugemiseks nende inimeste mälestusi, kes on selles kohas varem elanud. Isegi lähiajaloo osas võib välja pakkuda just konkreetse paigaga seotud rollimängude võimalust. Kuigi täiskasvanud tunduvad olevat tagasihoidlikumad, on nende nõudmised esitatavale infole vähemalt sama suured, kui mitte suuremadki. Ka täiskasvanute puhul on väga oluline pakkuda infot põneval ja haaraval moel.

20 HETKE ÄRAKASUTAMINE

Kui lastele on kooliekskursioonilt jäänud meeldiv mälestus, siis võivad nad suure tõenäosusega tulla tagasi juba koos perekonnaga ja jagada saadud kogemusi nendega. Kui näitustel on järg, siis meelitab seegi inimesi erinevaid kohalikke vaatamisväärsusi kogumulje saamiseks külastama. Samal moel võib osadeks jagada ka esitluskunste või muud kultuurilist meelelahutust.

Säästev areng

21 KULTUURIPÄRANDI VÄÄRTUSTAMINE

Mahajäetud või muul moel keeruliste sõja- või tööstusega seotud ajalooliste ehitiste uuesti taaskasutusse võtmine on igal juhul tänuväärne tegevus. Sellistel paikadel võib olla väga suur kultuuriajalooline tähendus, ning nende algse kasutuse muutumine ei tähenda veel nende ehitiste tarbetuks muutumist. Moodne tänapäev pakub mitmeid sobivaid kasutusalasid. Muudatuste tegemise etappideks jagamisest sõltub, kas suudetakse äratada huvi inimestes, ettevõtluses ja investorite hulgas. Eriti rasked on projekti algusajad, mil väljaminekud ületavad tunduvalt sissetulekuid.

Suuremate ajalooliste alade arendamisel jõutakse varem või hiljem ajahetkeni, mil kogu piirkonna sissetulekud hakkavad ületama iga üksiku investori tehtud panuseid. Sellest hetkest algabki piirkonna säästev areng. Seega tuleb sellise hetke saabumine ja selle saabumise tingimused algusest peale ette planeerida, ning see omakorda on võimalik ainult ühise visiooni alusel paiga potentsiaaliga. Selline visioon peab olema kohalikel elanikel ja investoritel ühesugune. Säästev areng kasutab ära nii paigale omast eripära, kohatunnet kui ka erinevate huvigruppide poolt nähtavat potentsiaali – võimalusi mitte ainult tänase päeva üleelamiseks, vaid millegi suurepärase pärandamiseks ka järgmisele põlvkonnale.

22 PROJEKTIST VÄLJUMINE

Kui projektiga on seotud erinevad osapooled, eriti kui abielu on sõlminud era- ja avalik sektor, peab olema algusest peale teada 'lahutusega' kaasnev. Millisel hetkel on partnerid täitnud oma rolli objekti arendamisel? Avaliku sektori roll võib lõppeda siis, kui eelarvelised vahendid saavad otsa ja ehitised on kasutusse võetud, aga võib lõppeda ka alles siis, kui arendustegevus on hakanud tootma kasumit soovitud määras ning kui jooksevkulud saavad kaetud näiteks piletitulu, sponsori- ja ruumide väljarentimise abiga. Tulevane objekti majandamine ja juhtimine on mõistlik panna paika kohe alguses, ning see töö tähtsustub, mida lähemale jõutakse säästva majandamise ja isemajandamise tegelikkuseni. Projektist väljumise hetke määramiseks peab olema teada, millal on ehitised saavutanud 'säästva renoveerituse taseme'. Sellel hetkel antakse juhtimine üle juba sellele partnerile, kelle vastutusele jääb objekti majandamine ja tulevikku silmaspidav hooldamine. Avalikule sektorile jääb nii nõuandev kui ka järelvalvet teostav roll, kuid ta lõpetab oma toe regeneerimisel.



Tallinn: a view into the inner courtyard of the Battery. © EH



Esperjenza: Rigenerazzjoni Permezz tal-Wirt Storiku

Lejn Linji Gwida

Matul dawn is-sentejn tal-proġett, il-partners fehmu l-istorja tas-siti kif ukoll il-problemi u l-isfidi li qed jipprezentaw. Il-membri tal-proġett ikkontribwew permezz tal-esperjenzi tagħhom u esperjenzi oħra simili mill-pajjiżi rispettivi.

Kull sit huwa differenti mill-oħrajn kemm f'terminu ta' daqs kif ukoll fl-istadju tal-programm ta' rigenerazzjoni. Matul il-laqgħat ta' bejn il-partners bdew herġin numru ta' temi li jitqiesu bħala essenzjali għas-suċċess ta' dawn il-programmi ta' rigenerazzjoni. Il-fattur komuni bejn dawn it-temi hija li kollha jippruvaw ibiddu sit storiku problematiku f'ass ekonomiku u soċjali waqt li jirrispetta l-istorja tal-post.

Hawnhekk nixtiequ nemfasizzaw li dan li ġej m'għandux jitqies bħala mudell ta' Prattika tajba imma gwidi fil-qosor dwar elementi partikolari li nemmnu li għandhom ikunu ikkunsidrati bis-serjeta' fis-settur tar-rigenerazzjoni tat-tessut storiku.

Pjan ta' Rigenerazzjoni

1.1 Kuntest

Il-Pjan ta' Rigenerazzjoni huwa vitali biex jistabilixxi kif sit storiku ħa jiffunzjona fil-kuntest li jinsab fiġ. Kif ħa jkun integrat mal-bqija tal-belt? X'funzjonijiet ħa jaqdi? Kif il-komunita' tal-lokal ħa tibbenefika u xi b'zonnijiet għandha? Ħafna drabi dawn is-siti kienu maqtugħin għalihom għar-raġunijiet ta' saħħa u sigurtà. Huwa daqstant iehor vitali li l-pjan ta' rigenerazzjoni jikkunsidra kemm is-sit kif ukoll iż-żona tal-madwar.

1.2 Sħubija

L-ewwel stadju tal-ippjanar fit-tul tar-rigenerazzjoni tas-sit storiku hu li jiġu identifikati dawk in-nies u organizzazzjonijiet li għandhom vuċi fil-proċess tar-rigenerazzjoni. F'dan l-istadju trid tidentifika jekk il-proġett għandux ikun wiehed ta' natura pubblika jew privat jew tahlita tat-tnejn.

1.3 Aspirazzjoni

Il-viżjoni jew pjan ġenerali lejn xiex il-programm ta' rigenerazzjoni għandu jwassal huwa proċess integrali fil-formazzjoni tal-ishubija. Ħafna drabi hija din il-viżjoni mfassla mill-individwu jew organizzazzjoni li toħrog bl-idea tal-proġett li twassal għal-formazzjoni tal-ishubija iktar wiesgħa hekk kif din viżjoni trid 'tinbiegħ' lill-imsieħba prospettivi. Jista' jagħti il-każ bħal ma ġara fil-Batterija ta' Tallinn, li l-organizzazzjoni centrali li toħrog bl-idea tal-proġett ta' riabilitazzjoni taħdem mal-imsieħba prospettivi biex tiġi żvilupata il-viżjoni.

1.4 Il-Viżjoni

L-esperjenza tal-Arsenal Rjali u l-Batterija ta' Tallinn turina li jekk l-importanza tas-sit ma tiġiex rikonoxxuta ikunu irridu jsiru pjanijiet u studji godda iktar il-quddiem. Dan jfisser dewmien fil-programm ta' rigenerazzjoni hekk kif jinvolvu iktar spejjeż. Forsi l-iktar ħaġa importanti fil-pjan tar-rigenerazzjoni hija li tiġi stabbilita l-importanza tas-sit u il-fatturi prinċipali li jiggarrantixxu din l-importanza. Jekk dan ma jsirx jista' jwassal li ma tingħatax prijorità lill-wirt storiku fil-viżjoni tal-programm u ma jiġux iddedikati biżżejjed riżorsi lil konservazzjoni tal-assi kulturali. Għalhekk għandu jsir studju tas-sit li jwassal għal tfassil ta' dikjarazzjoni ta' importanza.

1.5 Dikjarazzjoni ta' Importanza

L-assi tas-sit jistgħu jkunu varji – l-istorja, il-potenzjal ekonomiku u tkattir tax-xogħol kif ukoll il-valur tal-ispazji tal-madwar u l-partikolaritajiet tas-sit li jagħmluh uniku. Għalhekk id-dikjarazzjoni ta' importanza tas-sit tista' tipprovdi il-mezzi biex tinfluwenza il-proposti għar-rigenerazzjoni.

2 RIĊERKA STORIKA

Ir-riċerka storika ukoll għandha issir fl-istadji primarji tal-programm. Il-qofol ta' din ir-riċerka trid tiffirma parti mill-istudju li jwassal għad-dikjarazzjoni ta' importanza. Ir-riċerka trid tidentifika dettalji fiżiċi u arkitettoniċi li għandhom jiġu ppreservati minhabba l-importanza storika tagħhom. Ir-riċerka isir għall-benefiċju tal-izvilupp u għalhekk għandha tkun mgħoddija lill-izviluppaturi, periti u pjanifikaturi biex ikolla valur reali. Dan l-istudju għandu jgħin biex titkattar il-konvinzjoni li is-sit partikolari jisthoqqlu attenzjoni minhabba l-importanza storika lokali u nazzjonali u s-sinjifikat tiegħu għal komunità lokali.

3 ANALIŻI TA' IMPATT AMBJENTALI

Hekk kif jiġu identifikati l-imsieħba tal-proġett u l-importanza tas-sit, għandu jkun hemm bżonn ta' Analiżi ta' Impatt Ambjentali. Dan iservi biex l-elementi essenzjali fl-ippjanar jiġu ikkunsidrati. Jista' jkun neċessarju li jsiru investigazzjonijiet fuq il-post u strutturi partikolari kif ukoll id-depożiti arkejologiċi jiġu rikordjati jekk dan ma jkunx sehħ qabel. Dan l-istadju ma għandux jithalla għal iktar tard għaliex il-programm ta' rigenerazzjoni jista' jinvolvi tibdil u modifiki fil-bini eżistenti. Għalkemm ċertu bini jista' ma jkunx ta' importanza biżżejjed li jkun skedat dan xorta jiffirma parti minn kument iktar wiesgħa u jikkontribwixxi biex jagħti karattru storiku lis-sit. Għalhekk dan l-analiżi għandha isservi biex jiġu identifikati dawn l-istrutturi li ma daqqa t'għajn jistgħu jidhru mhux importanti u jiġu 'issagrifikati' għall-finijiet tal-proġett.

4 XOGHOLIJIET TA' PREPARAZZJONI

Proġetti iffinanzjati mill-INTERREG, Europa Nostra u programmi oħrajn diġà hadmu fuq varji aspetti ta' siti militari antiki. M'hiex l-intenzjoni tagħna li niddublikaw dan ix-xogħol tant tajjeb. Huwa rikonoxxut li ċerti elementi militari huma sensittivi u li faċilment huma mibdulini jew moħbjin minn interventi iktar riċenti. Madanakollu tindif estensiv mingħajr studju għandu jkun imwaqqaf u ma jithallix isehħ għax dawn l-elementi faċilment jistgħu jfegġu u jiġu integrati fil-proġett ta' riabilitazzjoni.

5 IDENTIFIKAZZJONI TAS-SIT STORIKU

Il-pjan ta' rigenerazzjoni jista' jiddetermina li x'uhud mill-istrutturi għandhom jiġu mneħħija mis-sit biss wara li jsiru l-istudji neċessarji. Jekk is-sit innifsu jew partijiet minnu huwa ta' jew okkupat minn terzi persuni irid jiġi milhuq ftehim li jirrispetta is-sit qabel ma jibda x-xogħol ta' tindif. Ftehim ta' din ix-xorta irid issir b'konsultazzjoni ma ligijiet u gwidi nazzjonali kif ukoll f'armonija mad-direttivi rilevanti tal-Unjoni Ewropea.

6 KONSULTAZZJONI PUBBLIKA

Malli jiġu identifikati l-imsieħba kollha tal-proġett huwa imperattiv li l-imsieħba primarji jiehdu rwol ta' tmexxija soda. Madanakollu id-deċiżjonijiet għandhom jittiehdu b'konsultazzjoni mal-membri l-oħra u mal-individwi jew organizzazzjonijiet li għandhom vuci fir-rigenerazzjoni tas-sit.

7 TMEXXIJA

Jekk id-deċiżjonijiet idumu ma jittiehdu il-proġett jista' jmut mewta naturali. Dan id-dewmien għandu mnejn jesperjenza tibdil fis-suq li jwassal li dak li kellu jkun proġett tajjeb jispiċċa mhux vijabbli. Għalhekk importanti li l-imsieħba principali jeżaminaw regolarment is-sostenibilità tal-viżjoni li dejjem tevolvi matul il-ħajja tal-proġett.

8 SKOP U PRINĊIPJI

Il-pjan ta' riġenerazzjoni għandu jfassal sett ta' prinċipji li l-programm tax-xogħol għandu jimxi magħhom. Il-bażi ta' dawn il-prinċipji huwa il-bżonn li jinżamm u jiġi preservat il-karattru partikolari tas-sit li f'dan il-kaz hu ta' natura ta' wirt militari jew industrijali. Uħud minn dawn il-prinċipji għandhom jittrattaw l-aċċessibilità, kif is-sit jiġi integrat fil-qafas ekonomiku u soċjali lokali, stili ta' bini ġodda li jistgħu jsehħu u x'materjali għandhom jintużaw fil-bini u fit-toroq minhabba n-natura storika tas-sit. Prinċipju ieħor importanti hija l-filosofija ta' konservazzjoni li għandha tiġi adottata, kif ukoll l-għoli u d-densità tal-bini ġdid li iridu jiġu mfassla mill-bidu b'mod u manjiera li ma jxekkilkx anzi jikkomplementaw l-ambjent storiku tas-sit.

Šhubija Pubblika-Privata

9 FONDI U INVESTIMENTI – TILĤAQ BILANĊ

L-imsieħba primarji irridu jikkunsidraw tajjeb fil-pjan ta' riġenerazzjoni l-irwoli differenti li is-settur privat u pubbliku irridu jkollhom biex il-proġett jirnexxi. Dan l-irwol iwarja minn sit għall-ieħor. Fil-kaz tar-Real Carenero ta' Kadiz qed ikun propost li wara li dan is-sit jiġi restawrat mill-organizzazzjonijiet pubbliċi, ikun is-settur privat li jirriabilita is-sit permezz tal-attivitajiet permessi u stabbiliti fil-pjan ta' riġenerazzjoni. Fil-kaz ta' Malta, kien is-settur non-governattiv u volontarju li ha l-inizjattiva li jibda il-proċess tar-riġenerazzjoni tax-xelters ta' Couvre Porte b'l-għajnuna tal-Kunsill tal-Birgu u l-Awtorità Maltija għat-Turiżmu. L-idea oriġinali kienet li l-iżvilupp tal-Batterija ta' Tallinn kellu jkun proġett bi šhab bejn il-privat u s-settur pubbliku. Wara proċess konsultattiv twil ittiehdet id-deċiżjoni li dan il-proġett ikun wieħed ta' natura pubblika. Huwa kważi inevitabbli li l-maġġoranza tas-siti jiddependu fuq is-settur privat u kummerċjali għal iffinanzjar neċessarju għar-riabilitazzjoni u li dan is-settur jistenna li jagħmel profitt minn dan l-investment. Dan ifisser li jrid jintlaħaq ftehim u kompromess bilanċjat li jolqot l-interess ta' tnejn tal-imsieħba kemm pubbliċi kif ukoll privati. F'dan il-ftehim huwa imperattiv li ma tintilifx il-viżjoni u l-għanijiet oriġinali li tista' tikkomprometti il-preservazzjoni tas-sit.

10 RISKJI

Jekk jiġi iddeterminat li is-settur privat għandu jkun sieheb strateġiku fil-proġett tar-riġenerazzjoni, is-settur pubbliku għandu jagħraf x'investimenti għandhom issiru qabel ma entità kummerċjali tkun lesta li tidhol għall-investment fit-tul. L-iffinanzjar pubbliku hu ta' natura limitata u x'aktarx inqas mill-bżonnijiet li l-proġett għandu bżonn. Għalhekk importanti li l-investimenti pubbliċi ikunu ippjanati tajjeb. L-aħjar mod kif jintużaw il-finanzi pubbliċi huma fl-infrastruttura u l-aċċessibilità. Huwa tajjeb ukoll li jiġi ikkunsidrat li x-xogħol inizjali issir min naħa tal-privat b'għajnuna pubblika. Investment tajjeb ikun ukoll jekk il-proġett jiehu inkonsiderazzjoni it-tibdil frekwenti fil-produzzjoni ta' enerġija effiċjenti u riċiklaġġ ta' materjal minn bnadi oħra tas-sit.

11 PJANIFIKAZZJONI U RIMEDJI

Dawn it-tip ta' siti jistgħu jkunu arkeoloġikament u storikament sensitivi ferm u għalhekk l-iżvilupp jirrikjedi sforz mill-partijiet kollha. Ma għandux jiġi adottat il-proċess fejn iż-zona kollha tiġi mħaffra għal-livell predeterminat biex jakkomoda l-iżvilupp ġdid. L-ewwel għandhom jiġu iddeterminati liema huma l-iktar zoni sensitivi u fejn l-iżvilupp ġdid ha jsehħ. Jekk l-iżvilupp ha jaffettwa iż-zoni arkeoloġiċi dawn għandhom jiġu investigat jekk ma tinstabx soluzzjoni oħra għall-pożizzjoni tal-iżvilupp. Hafna drabi siti ta' din ix-xorta jaqtgħu qalb l-iżviluppaturi privati minhabba ir-riskju għall-iżvilupp innifsu. L-esperjenza ta' SHARP uriet li hu aħjar jekk jittiehed dan ir-riskju u li l-investigazzjonijiet issiru wara li jiġu magħzula il-lokalità u l-partikolaritajiet tal-iżvilupp ġdid milli jsir qabel. B'dan il-mod l-investigazzjonijiet ikunu ta' darba, iktar lokalizzati u speċifiki u l-ispejjeż jiġu minimizzati.

Il-Wirt Storiku

12 L-ARKEJOLOĠIJA

Kull intervent taż-żvilupp fiż-żona tas-sit iħalli impatt fuq-tessut storiku u għalhekk għandu jkun rimedjat permezz ta' interventi aċċettabbli u sostenibbli. L-immaniġġjar tas-sit waqt ix-xogħol tar-rigenerazzjoni għandu jkun spjegat f'dokument apposta. Għandha tiġi approvata kumpanija wahda ta' arkeoloġija li xogħolha ikun li issegwi ix-xogħol, tiżgura l-integrità tas-sit u iżomm id-dokumentazzjoni kollha neċessarja u tippreżenta f'rapporti perjodiċi. Dan id-dokument għandu ukoll ifassal kif u meta l-investigazzjoni arkeoloġika u tal-bini storiku għandha isehh. Din l-informazzjoni għandha imbagħad tiġi indirizzata fil-rigenerazzjoni tas-sit bħal disinn ta' pjanti tal-iżvilupp tal-istrutturi, deċiżjonijiet fuq l-użi tal-ispazji interni u l-pjan ta' restawr.

13 L-ISTRUTTURI STORIĊI

Huwa essenzjali li d-dokumentazzjoni tal-istrutturi u ix-xogħol tar-restawr jirrifletti il-bżonnijiet tal-arkeoloġija tas-sit. Din id-dokumentazzjoni u l-informazzjoni miksuba waqt dan l-ist-adju għandha tkun sistematika halli tindirizza iktar fid-dettal u taġġorna il-programm tar-rigenerazzjoni. Kemm jista' jkun din id-dokumentazzjoni għandha twassal għall-preservazzjoni tal-bini u l-arkeoloġija in situ iktar milli preservazzjoni permezz tad-dokumentazzjoni arkivjatika.

14 SPEJJEŻ

L-ispejjeż assoċjati mal-investigazzjonijiet arkeoloġiċi u r-restawr tas-sit għandhom ikunu ibbażati u ikkunsidrati fuq id-Dikjarazzjoni ta' Importanza. Jekk dan ma jsehħ l-ispiza tista' tikkawża il-quddiem dewmien fil-programm tar-rigenerazzjoni. Din is-sitwazzjoni twassal ukoll pressjoni speċjalment fuq is-settur pubbliku biex jissodisfa il-kriterji tal-ishubija strateġika u t-tlestija tal-programm. Dawn l-ispejjeż jistgħu ikunu sinjifikattivi anki fi proġetti kbar u għalhekk għandhom jiġu ikkunsidrati fil-kuntest kollu tal-programm tar-rigenerazzjoni. L-element storiku tas-sit għandu jkun promoss kemm jista' jkun mill-imsieħba strateġiċi. Dan permezz ta' dokument dwar il-politika addottata dwar il-wirt u l-iżvilupp assoċjat miegħu. Id-dokument għandu jkun dettaljat ħafna u jispjega kif kull parti tas-sit ha tiġi żviluppata hekk kif jintlaħaq ftehim bejn l-iżviluppaturi u l-bqija tal-imsieħba. B'hekk l-imsieħba kollha huma marbutin li jirrispettaw il-wirt storiku u jiżguraw il-konservazzjoni u r-restawr tas-sit. Permezz ta' dan l-eżerċizzju ir-riżultati miksuba mill-investigazzjonijiet varji jiġu mwassla lil komunità lokali, il-pubbliku ġenerali, il-viżitaturi u l-akkademiċi.

15 MITIGAZZJONI

Iktar ma s-sit iżuruh nies, iktar iċ-ċans li jsofri ħsara kawżat minn użu eċċessiv. Il-pjan ta' rigenerazzjoni għandu jieħu inkonsiderazzjoni dawn il-problemi u jippjana il-mitigazzjoni taġġhom fid-dokument tal-immaniġġjar tas-sit li jidhol fis-seħħ meta il-proġett jitwettaq u jibda jiffunzjona. Huwa għalhekk importanti li s-sit ikun immoniterjat b'mod regolari anki wara li jitlesti il-proġett. B'dan il-mod il-ħsara li tkun qed tiżviluppa tiġi magħrufa malajr u l-intervent fuqha titwettaq fil-bidu u malajr kemm jista' jkun.

Turiżmu

16 STRATEĠIJA

It-turiżmu u l-edukazzjoni huma ħafna drabi ż-żewġ uċuħ tal-istess munita. L-importanza tat-turiżmu jista' jvarja minn sit għal sit imma żgur li qatt ma jista' jiġi injorat. It-turist huwa kemm dak li ġej minn pajjiż barrani kif ukoll persuna li tgħix tefgħa ta' ġebla il-bogħod. It-tnejn jistgħu

ġżuru l-post sempliċiment biex jesperjenzaw u josservaw is-sit u l-istorja tiegħu. Wisq drabi il-pjani ta' riġenerazzjoni jirreferu għal strateġija għat-turiżmu imma tiġi ippreżentata bħala aspirazzjoni li għandha tiġi mwettqa minn haddiehor u mhux mill-membri li jiffurmaw l-ishubija. Sit storiku meta huwa iċ-ċentru ta' tant investment, enerġija u attenzjoni minn varji nies u organizzazzjonijiet huwa importanti li jkollu pjan ta' azzjoni li jikunsidra li jxandar is-sinjifikanza tas-sit. Jekk din l-istrateġija tkun mhaddma tajjeb għandu jirriżulta fi tkabbir tan-numru tal-viżitaturi kemm godda kif ukoll ripetuti. Għal siti partikolari it-turiżmu huwa l-għajn tal-ilma li jagħti hajja lis-sit billi jiġġenera ir-riżorsi neċessarji li jiżgura il-manteniment fil-gejjieni.

17 DISTANZI U KOLLABORAZZJONI

Il-lokalità tas-sit meta hija l-bogħod miż-żoni popolati jew turistiċi tippreżenta sfida importanti. Din is-sitwazzjoni twassal hafa drabi għal kollaborazzjoni ma organizzazzjonijiet oħra li jimmanigġjaw siti simili biex jinstabu soluzzjonijiet vijabbli u li jattiraw iktar viżitaturi jagħmlu dan il-vjaġġ.

18 MASSA KRITIKA

Huwa importanti li s-sit storiku jiġi żviluppat biex jokkupa lil viżitatur għal perjodu ta' hin sostenibbli li tagħmel l-esperjenza waħda valida. Speċjalment postijiet storiċi li huma diffiċli biex tasal għalihom għandhom joffru attrazzjoni li ddum mill-inqas nofs ġurnata biex il-viżitatur ikun jaqbilla iżurha. It-tibdil fl-interpretazzjoni kif ukoll l-użu ta' dimostrazzjonijiet animati waqt granet speċjali tinkoraġġixxi n-nies biex iżuru is-sit iktar minn darba. Għalhekk importanti li l-istrateġija għat-turiżmu tkun mfassla fuq varji livelli. Din tista' tkopri il-fażijiet ta' meta qed jitwettagħ ix-xogħol ta' riġenerazzjoni halli il-pubbliku ikollu l-opportunità isegwi it-tibdil u japprezza aħjar ix-xogħol. Dan iwassal biex uhud mill-viżitaturi jiġu mhajra jipprovdut iktar sapport lill-proġett. L-esperjenzi tal-viżitaturi għandhom ikunu immoniterjati. Ir-riżultati tal-monitoraġġ għandhom jintużaw biex tiġi mfassla u aġġornata l-istrateġija tal-marketing u l-attrazzjoni tas-sit. Hafa drabi dawn is-siti storiċi ikunu jinsabu viċin ta' postijiet storikament importanti oħra. Hija strateġija tajba li dawn is-siti jiġu ippreżentati u reklamati bħala prodott wiehed jew bħala rotta turistika. B'hekk jibbenefika kemm il-viżitatur għaliex l-esperjenza ha tkun iktar olistika kif ukoll l-operaturi tas-siti li jinsabu fiż-żona. Indirettament jgawdu ukoll industrijiet oħra assoċjati mat-turiżmu u li huma lokalizzati qrib dawn is-siti.

Edukazzjoni

19 IL-KWALITÀ TAL-INFORMAZZJONI

Il-viżitatur kemm jekk student waqt harġa tal-iskola kemm jekk adult waħdu, jistenna li l-informazzjoni tkun ta' livell għoli. Għat-tfal u l-istudenti huwa imperattiv li jitwettagħ programm ta' edukazzjoni li jikkumplimenta il-kurrikulu nazzjonali. permezz ta' eżerċizzji li jstimulaw il-kreattività u s-sensi. Eżerċizzju partikolari huwa meta l-istudenti jesperjenzaw mill-viċin u jmissu oġġetti originali jew repliki assoċjati mas-sit. Din l-esperjenza tista' tingħatalha xejra iktar personali b'qari ta' siltiet minn djarji jew narrattivi ta' nies li esperjenzaw il-post jew iż-żminijiet assoċjati mas-sit. F'dan il-kuntest l-użu tar-role plays jipprovdut l-għodda mill-iktar adatti għat-tagħlim tal-istorja anki meta din tista' tkun relattivament riċenti. L-adult x'aktarx jippretendi li l-informazzjoni tkun ta' livell iktar għoli għalkemm forsi ma jinvolvi ruħu daqs membri tal-pubbliku ta' età iżgħar. Għalhekk din l-informazzjoni għandha tiġi ppreżentata b'mod li tirrikjedi inqas sforz mill-viżitatur iktar matur imma li xorta tistimula u li iżzomm haj l-interess.

20 ŽVILUPP U TISHIĦ TAL-ATTRAZZJONI STORIKA

Jekk it-tfal ikunu hađu gost waqt il-mawra skolastika, huwa possibbli jhájru il-familja tagħhom iżuru huma ukoll is-sit storiku. Meta jįgri dan jistà jkunu it-tfal stess li jispegaw is-sit permezz tal-informazzjoni li jkunu rċewew matul il-żjara tagħhom.

Mod ieħor kif wiehed jinkoraġġixxi li l-viżitaturi iżuru iktar minn post storiku wiehed li jkunu lokalizzati viċin xulxin huwa billi tiġi mtellà esebizzjoni maqsuma. Din it-tip ta' esebizzjoni tkun esposta f'varji siti u sabiex wiehed jesperjenza kollha ikun irid jidħol fil-varji siti. Attivitajiet kulturali u artistici bħal drama, żfin u mużika huma ideali biex jiġu promossi f'din l-iskema.

Riġenerazzjoni Sostenibbli

21 HAJJA WARÀ L-ISTORJA!

Li tintroduċi hajja ġdida u vibranti f'post storiku li kien abbandunat hija aspirazzjoni mill-iktar xierqa. Dawn is-siti jista jkunu huma ta' importanza kulturali kbira u billi l-użu originali tagħhom spiċċa ma jfissirx li dawn għandhom ikunu mitluqin. Kollha jista jkollhom posthom fis-soċjetà moderna. It-tibdil li dawn is-siti jgħaddu minnhom waqt il-proċess ta' riġenerazzjoni għandu jkun wiehed gradwali halli jattira l-investment lejn is-sit speċjalment fl-istadji inizjali meta il-ħruġ ta' riżorsi jisboq id-dħul.

Matul il-proċess ta' riġenerazzjoni hemm stadju meta is-sit jibda jiġġenera iktar riżorsi milli qed jiġi investit mill-imsieħba tal-proġett. Dan hu l-istadju meta is-sit lahaq il-miri ta' sostenibilità li kienu ġew mfassla fil-viżjoni stabbilita qabel ma beda il-proġett. Din is-sitwazzjoni ma tistax tintlaħaq jekk kull min hu involut fil-proġett ma jaqsamx l-istess viżjoni u fehma li s-sit joffri opportunità unika kemm għall-komunità tal-lokal u kemm għall-investituri. Is-sostenibilità hija kreata permezz tal-funzjoni li joffri is-sit u l-potenzjal li l-investituri jaraw fih. Finalment kulhadd jaqbel li dawn is-siti storiċi haqqhom l-aħjar ċans li jiġu konservati u mgħoddija lil generazzjonijiet futuri.

22 STRATEĠIJA GĦAL-GĦELUQ U TMIEM

Sabiex is-shubija bejn il-varji membri taħdem, li tinkludi iż-żwieġ bejn il-privat u s-settur pubbliku hemm bżonn li kmieni fil-proġett jiġi miftiehem meta għandu jkun ikkunsidrat lest il-programm ta' riġenerazzjoni u l-involvement tal-imsieħba. Għall-organizzazzjonijiet pubbliċi dan x'aktarx ikun wara li s-sit jibda jiffunzjona u jintefaq il-baġit allokat. Strateġija oħra hija meta d-dħul finanzjarju tal-proġett ikun biżżejjed biex iħallas għall-ispejjeż li jkunu saru. Dan id-dħul jista jkun ġej mill-kiri u l-bejgħ tal-propjetà, mill-ħlas tal-entrata jew riklamar. Huwa dejjem tajjeb u utli li kmieni fil-programm jiġi ikkunsidrat it-twaqqif ta' kumpanija li topera u timmaniġja is-sit. Dan l-irwol jista jikber u jevolvi iktar mas-sit joqrob l-istadji finali tal-programm.

Importanti li fil-pjan ta' riġenerazzjoni jiġi definit meta s-sit jiġi ikkunsidrat bħala 'riġenerat b'mod sostenibbli'. Meta jintlaħaq dan l-istadju l-ishubija għandha tiġi xolta u minflokha tidħol aġenzija li timmaniġġja is-sit għall-futur. Wara li jiġi ddeterminat li l-programm ta' riġenerazzjoni ġie fi tmiemu is-settur pubbliku għandu jiehu rwol ta' regolatur u konsulenza u mhux bħala l-aġent li jinstiga ir-riġenerazzjoni.



Regeneración a través del Patrimonio

En los dos años de este Proyecto financiado por la UE, los socios han adquirido una comprensión de la Historia de cada lugar implicado así como de los desafíos a los que se enfrentan. Han aportado sus experiencias y sus esquemas de administración del mismo.

Cada lugar tiene sus peculiaridades, las cuales se presentan en cada uno de los seis temas propuestos: en ellos nos abstraemos de lo superficial para llegar a los elementos cruciales. El elemento común es conseguir que el problema de la situación de un lugar histórico se convierta en una ventaja que contribuya a la economía local, respetando y conmemorando su Historia.

Lo que sigue no debe ser visto como un modelo de puesta en práctica sino como un esbozo de una materia que requiere una reflexión. Cada socio enfatiza en los puntos importantes de cada lugar.

Masterplanning

El papel esencial del Masterplanning es establecer cómo será el trabajo futuro en el lugar histórico dentro de su contexto. ¿Cómo quedará ligado en el entorno social y urbano en el que se ubica? ¿Qué le aporta? ¿Qué recibe de y en que beneficia a su área social? Estos lugares históricos han estado casi siempre aislados por razones de seguridad. Es importante, por lo tanto, que el Masterplanning tenga en cuenta no sólo el lugar histórico, sino el entorno que lo rodea.

La primera consideración debe ser qué entidades pueden ser relevantes a la hora de iniciar la regeneración del lugar. En los primeros momentos, esta decisión puede ser tan simple como establecer si este trabajo de regeneración puede ser llevado a cabo por las instituciones públicas, por el sector privado o por una combinación de ambas.

Como sucedió en The Battery, en Tallin o en el Royal Arsenal de Woolwich, la visión inicial puede ser inviable. Lo que debe establecerse es la importancia del lugar y los factores que lo hacen importante. Debe ser bien examinado, en todos los sentidos, para establecer la importancia de su significado histórico y patrimonial.

Lo activos claves del lugar pueden dar lugar a una vasta determinación de su potencial –histórico, económico, su valor como espacio único-. La determinación de su valor significativo puede ser un medio para obtener influyentes propuestas de regeneración.

2 INVESTIGACIÓN HISTÓRICA

Es evidente que la investigación histórica cobra una importancia significativa en los albores de esta declaración de importancia del lugar para relacionar los detalles materiales con los diferentes periodos históricos. Así, establecerá en cada caso, su merecida atención e importancia en la Historia local y nacional, así como su papel relevante en la comunidad local.

3 VALORACIÓN DEL IMPACTO AMBIENTAL

El reconocimiento de la importancia del sitio y la identificación de las autoridades implicadas son fundamentales para calibrar el impacto medioambiental de la intervención. Esto conllevará que todas las consideraciones claves sean tenidas en cuenta por completo. Es imprescindible para llevar a cabo las investigaciones y la catalogación de las estructuras que se mantienen en pie, puesto que los resultados pueden dar lugar a la modificación de la planificación inicial.

Ciertas estructuras, en principio de escasa importancia, adquieren su importancia al ser catalogadas dentro de un todo, con lo cual sí tendría sentido plantearse su conservación.

4 PRECEDENTES

Otros proyectos Interreg y Europa Nostra han tratado algunos aspectos determinados de lugares militares antiguos, sin embargo, nuestra intención no es solapar estas deliberaciones.

5 IDENTIFICACIÓN DE LUGARES HISTÓRICOS. PREPARACIÓN DEL LUGAR

El 'Masterplanning' debe determinar si hay estructuras dentro del lugar histórico que deban ser eliminadas o que deban ser recicladas. Así mismo, si el lugar es propiedad de "terceros", es necesario un acuerdo previo que permita su trasvase y preparación para la ejecución del proyecto. En la práctica, este acuerdo deberá estar sujeto a las leyes nacionales en este sentido, y armonizado con las directrices que marca la UE.

6 COORDINACIÓN Y TRANSPARENCIA

Establecidos quienes son las instituciones y entidades que se harán cargo la regeneración del lugar, es importante que haya un socio que lleve el liderazgo y que mantenga al tanto a todos lo demás de las decisiones que se toman.

7 LIDERAZGO

El 'Masterplanning' debe ser práctico y debe establecer quiénes son las autoridades implicadas en la regeneración de cada lugar, así como la coordinación entre los grupos implicados para tomar decisiones y captar otros intereses externos. Así mismo, debe establecerse un calendario para estas decisiones, ya que si éstas se demoran, las fuerzas de mercado pueden cambiar y hacer inútil el esquema de trabajo trazado.

8 ALCANCE DEL ESQUEMA DE TRABAJO

El 'Masterplanning' y el esquema de trabajo deben estar armonizados y coordinados, en asuntos tales como la accesibilidad del lugar, repercusión de su rehabilitación en la economía y la vida de la comunidad local, diseño de las nuevas construcciones, etc. Se debe prestar atención a la conservación de los edificios históricos en cuanto a que las nuevas edificaciones no rompan el entorno.

Alianza Sector Público-sector Privado

9 SOCIEDAD PÚBLICA-PRIVADA. EQUILIBRIO DE INTERESES

Los intereses públicos y privados deben conjugarse conforme al 'Masterplanning'. En el caso del Real Carenero, en Cádiz, el sector privado adquiere su rol una vez rehabilitado el lugar. En Malta juega un papel importante el voluntariado, mientras que en Tallin se ha pasado de una posible combinación de ambos sectores hasta llegar a la necesidad del liderazgo del sector público. Inevitablemente, la mayoría de los lugares dependerán de la financiación privada y que el beneficio repercuta en las autoridades públicas implicadas. La clave es que los objetivos comunes y la visión de conjunto no se distorsione.

10 RIESGOS

Es importante que los recursos se desplieguen con inteligencia, puesto que el dinero del sector público estará limitado y será menor de lo que el proyecto requiere realmente. El dinero invertido en infraestructuras siempre es dinero bien empleado. Se debe considerar si ciertos trabajos de rehabilitación pueden ser asumidos por el sector privado con ayuda financiera del sector público; especialmente, si esta tarea es emprendida desde los primeros momentos de la rehabilitación, y así dar un uso apropiado a las nuevas edificaciones.

11 REPARACIÓN DE DAÑOS EN EL LUGAR HISTÓRICO

La contaminación de un lugar es un tema importante y debe ser tratado como tal. El tratamiento de los lugares contaminados quizás sea un tema que el sector privado quiera evitar. La evaluación del estado de una determinada zona lo dictaminará la arqueología. Por ejemplo, es posible que haya suelos originales que deben protegerse, o suelos nuevos que protejan antiguos. Algunos elementos, por su volumen o capacidad pueden ser removidos de sus emplazamientos originales, ya que pueden contaminar o pueden ser atacados con pintadas por el público o alteraciones de sus aspectos actuales. En cualquier caso, las actuaciones nuevas de restauración deben soportar las nuevas funcionalidades.

Patrimonio

12 Y 13 IMPLICACIONES ARQUEOLÓGICAS

Cualquier intervención sobre el patrimonio tendrá un impacto en el lugar y habrá que determinar cuáles son para hacer frente al mismo en sus diferentes áreas. Habrá que establecer un marco de trabajo a emprender que comprenda la práctica arqueológica para asegurar la integridad del lugar de trabajo, así como para favorecer la coherencia informativa en un informe significativo. Se deben expresar las fases y etapas del trabajo y el registro arqueológico y también que puntos pueden afectar al planteamiento de regeneración del lugar, por ejemplo, rediseño de la planificación arquitectónica o del espacio interior de los edificios en función de las características internas de los mismos, según si ciertas zonas deben ser restauradas o reemplazadas.

14 COSTES

La financiación de los trabajos arqueológicos debe plantearse según la declaración del significado histórico-patrimonial del lugar, así como de los costes de reparación y restauración de las edificaciones históricas.

Estos costes deben servir de acicate para conseguir financiación externa, por lo que ahí entraría la habilidad del sector público para alcanzar acuerdos de asociación con el sector privado. La declaración o consideración histórica y patrimonial del lugar debe ser realizada por el sector público y ver si debe ser el núcleo argumental de una captación de socios externos. Esto debe ser expresado en la adopción de una política de conservación y desarrollo del patrimonio, de modo que estos lugares en cuestión sean respetados, preservados, restaurados y conservados y sus resultados han de ser de dominio público para la comunidad local. Incluso en lugares pequeños, la política debe ser la misma que si fuese un lugar de gran relevancia, en cuanto a aspiraciones y compromiso.

15 EVITAR DAÑOS

Existen problemas como la erosión, la humedad o cualquier otro tipo de agente que pueda dañar al lugar. Tales situaciones deben ser contempladas en el plan de trabajo, bien para solucionarlas si ya existen o bien para emprender trabajos de previsión que las puedan evitar.

Turismo

16 ESTRATEGIAS

El turismo y la educación son, a menudo, caras de la misma moneda. El motivo del turismo puede ser diferente a lo que ofrece el lugar histórico pero esta circunstancia no debe ser ignorada. El visitante puede ser alguien que vive cerca del lugar o alguien que viene de muy lejos. Cualquiera puede ser un visitante del lugar, sólo por observarlo y experimentarlo, su historia y sus atracciones. Para algunos lugares, el turismo puede ser la fuerza que haga sostenible su futuro y que genere ingresos que sean invertidos en trabajos en el propio lugar. Su correcta gestión se reflejará en el incremento de visitantes que acuden y regresan al lugar.

17 LIMITACIONES

La localización de un lugar lejos de áreas de población o de áreas turísticas preexistentes representa un desafío que requerirá de la colaboración con otras entidades interesadas que estén en situación similar. El trabajo conjunto posibilitará encontrar formas viables de atraer a visitantes.

18 MASA CRÍTICA

Es clave establecer que periodos de tiempo y que horas del día son propicios para atraer un sector concreto de visitantes. Habría que establecer que atracciones son las adecuadas para hacer que el visitante ocupe un mínimo de medio día visitando el lugar y que capte el valor del mismo. Es importante establecer una estrategia que haga que el visitante sienta deseos de volver. También es oportuno que el visitante pueda captar las diferentes fases de regeneración que ha tenido el lugar y los cambios que ha tenido. Es fundamental, asimismo, establecer un control de la experiencia del visitante, ya que puede dar lugar a cambios en el prototipo que se busca atraer. La mayoría de los lugares se ubican en zonas que también ofrecen otro tipo de atractivos para estos visitantes, por lo que las estrategias deben de estar combinadas de manera que beneficien al global turístico.

Educación

19 CALIDAD DE INFORMACIÓN

Una vez que el visitante se halla en el lugar, dependiendo de su clasificación como tal, es decir, si es un escolar o un adulto, esperará un nivel de información determinado. Para los niños, es importante establecer una estrategia que proporcione una dimensión extra, como puede ser el uso manual de objetos significativos dentro del lugar, o la expresión creadora de los niños como colofón a una visita guiada. Se puede personalizar la experiencia leyendo extractos de la vida cotidiana de aquellos que vivieron la propia Historia del lugar, siempre que ese pasado sea relativamente reciente. Se puede dar un intercambio de experiencias realmente enriquecedor. Un adulto puede requerir igual o más información que la que se ofrece a los pequeños. Sería necesario, sin embargo, establecer mayores niveles de información en la medida que requiera menor interactividad con el visitante.

20 GANANCIA DE VISITAS AL LUGAR

Si el niño disfrutó y aprendió en su visita con la escuela, puede transmitir esa satisfacción a su familia y volver con ellos, incluso mostrándoles el conocimiento adquirido durante su visita previa. Una estrategia puede ser que el visitante deba conocer más de una atracción del lugar para obtener una visión conjunta del mismo. Esto podría aplicarse a las interpretaciones artísticas previstas o actividades culturales.

Regeneración Sostenible

21 PATRIMONIO

Presentar la vida nueva y vibrante de lo que fue un sitio histórico abandonado es una valiosa aspiración. Estos lugares tienen una representatividad cultural inmensa y, sólo por el hecho de que el uso al que estaban destinados llegase a su fin, su vida no ha terminado. Cada uno tiene su hueco en la vida moderna. Las fases de restauración y cambio son críticas para atraer negocios e inversiones, en esas etapas tempranas en las que, probablemente, los gastos superen a los ingresos.

En la regeneración de un sitio histórico, cuando se llega a un punto en que se ha conseguido una masa importante de visitantes mayor de la que se podía haber alcanzado con el trabajo de una sola institución pública, se puede decir que esa regeneración es sostenible. La implicación de las demás instituciones, autoridades e inversiones debería darse en el momento de la previsión del potencial del sitio, entendiendo lo que hace al lugar especial para las personas y los inversores. Que sea sostenible o no, va en función de lo que el sitio pueda ofrecer y de lo que las autoridades y demás implicados sean capaces de ver en él.

Por último, se puede decir que estos lugares históricos merecen ser legados con el máximo cuidado a las próximas generaciones.

22 ESTRATEGIAS PARA LA SALIDA

En una sociedad con intereses que puedan ser diferentes, entiéndase una alianza entre sectores público y privado, hay que establecer una estrategia que conjugue ambos roles en el trabajo de regeneración, lo cual debe definirse al principio del proceso. Una vez que el presupuesto del sector público haya sido empleado, un mecanismo de presencia del sector privado puede ser el arrendamiento de ciertas zonas del lugar o un determinado patrocinio. Una vez que se pueda determinar que la regeneración del lugar es sostenible, entonces esta sociedad podría dejar paso a otras corporaciones que dirigiesen la gestión del lugar y su mantenimiento futuro. Aunque el sector público puede seguir manteniendo un papel consultor o estatutario.



A view from the Real Carenero, Cadiz, looking out across the salt marsh. © UCA

5 Conclusion: Bringing SHARP into Focus

It was essential that the SHARP partnership was kept small so that there was maximum opportunity for the group to work together as a team and to develop an integrated result. It was therefore especially important that the mix of sites to be studied provided considerable diversity while also having common, linking themes.

Each of the sites is at a different stage of progress: the regeneration of Woolwich is well advanced; Malta has taken significant strides in planning and implementing a strategy; Cadiz and Tallinn are at early stages in planning and programming the regeneration of their sites. Within very different political and legislative contexts, this makes transfer of knowledge and experience difficult. Nevertheless, some lessons are being learned and can be usefully applied to each of the sites.

The SHARP experience for the Estonian team has been to better understand the steps in turning a possible project into a scheme that can deliver the intended regeneration. The chosen site was interesting in that it provided an example, during the life of the project, of how the vision can change and consequent modification of the approach.

The University of Cadiz has seen how the vision of the future for their site has developed to the point where active partnerships have begun to be formed and there are clear signs that the regeneration programme has every chance of succeeding. The manageable scale of the site should also mean that this is possible within the desired timescale of bicentennial celebrations.

The Malta enterprise has shown how vision, dedication and persuasive argument can drive forward the rehabilitation of important cultural sites. It has also demonstrated that partnerships and agreement between different regeneration projects can enable co-ordinated development of an area, create jobs and also provide a persuasive argument to win wide support for an important, sensitive, historic and productive locality.

For the Woolwich team, who were responsible for finding ways of satisfying the heritage obligations posed by the site, increased awareness of the range of alternative viewpoints has shown how important it is to find compromises that are acceptable to all. In other words, involvement in SHARP has helped to establish a partnership whose explicit goal is to safeguard the uniqueness of the site while achieving the terms that will give it a sustainable future.

In all cases, the international SHARP meetings have had a positive local impact. In particular, the local interest has helped to raise awareness of the plight of these former military sites as evidenced by the involvement of government departments, local and regional authorities, the private sector as well as academics and the media. Their historical importance cannot be overstated, but all too often the neglect that they have suffered necessitates radical decisions about their futures. The fate of such sites is a pan-European issue, as demonstrated by the number of comparable projects that are in progress or still being planned across the Continent. The lessons we offer here are intended as a starting-point for those considering heritage regeneration projects of their own – a list of the issues that need to be addressed if these important former military and/or industrial historic sites are to have a viable future.

The SHARP Partnership

England

English Heritage

1 Waterhouse Square
138–142 Holborn
London
EC1N 2ST
www.english-heritage.org.uk

Alan Byrne, Senior Regional Advisor, London Region
Alan Johnson, Architect, Government Historic Estates Unit
Robert Law, Architect, Government Historic Estates Unit
(retired February 2006)
Graham Saunders, Regional Urban Designer, London Region
Mark Stevenson, Archaeology Advisor, London Region
Malcolm Woods, Historic Areas Advisor, London Region

London Development Agency

Palestra
197 Blackfriars Road
London
SE1 8AA
www.lda.gov.uk

Tim Griggs, Senior Project Manager
Tom Keady, Senior Development Manager
Alan Rhind, Senior Estates Manager
Georgina Warren, Marketing and Events Assistant

Estonia

Estonian Academy of Arts

Eesti Kunstiakadeemia
Tartu mnt 1
10145
Tallinn
Estonia
www.artun.ee

Jaanus Reisner, Project Manager
Jannu Kuusik, Project Manager
Liisa Pakosta, PhD student, Cultural Heritage and Conservation
Department

National Heritage Board

Muinsuskaitseamet
Uus tn
1810111
Tallinn
Estonia
www.muinas.ee

Dr Anneli Randla, Scientific Director

Malta

Fondazzjoni Wirt Artna (Malta Heritage Trust)

Notre Dame Gate, St Edward's Road
Birgu CSP 08
Malta
www.wirtartna.org

Mario Farrugia, Chairman and CEO
Jonathan Borg, Archaeologist

Spain

University of Cadiz

Duque de Najera, 6 dpdo
11002 Cadiz
Spain
www.uca.es

Dr David Almorza Gomar, Titular Lecturer, Facultad de Ciencias del Trabajo. Researcher Manager of RELAB group
José María Esteban Gonzalez, Architect, Director for Infrastructures of University of Cadiz
Dra Rosario Fresnadillo García, Titular Lecturer of Social History, Facultad de Ciencias del Trabajo
Rodrigo Sánchez Ger, Titular Lecturer of Private Law, Facultad de Ciencias del Trabajo
José María Santamaría Sánchez, Titular Lecturer of Commercial Law, Facultad de Ciencias del Trabajo
Dr Juan Torrejón Chaves, Professor of General Economy, Facultad de Ciencias Económicas y Empresariales
Francisco Luis Jiménez Cintado, Research Fellow of University of Cadiz, graduate in History
Begoña Torrejón Macías, formerly Research Fellow of University of Cadiz, graduate in Economic Science and Business Studies

European Union

INTERREG IIC West

24 Bd Carnot 3e étage
59800 Lille
France
www.interreg3c.net

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Services Department:

Telephone: 0870 333 1181

Fax: 01793 414926

Textphone: 0800 015 0516

E-mail: customers@english-heritage.org.uk