Chapter 5: PAPERS

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THE HALLAND MODEL AND THE GOTHENBURG MODEL: A QUEST TOWARD INTEGRATED SUSTAINABLE CONSERVATION

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Abstract

This paper presents new approaches to formulate the concept "sustainable conservation". It is based on the theoretical framework of integrated conservation based on its physical-material and social-cultural dimensions, that has been developed in an international context.

The conservation projects discussed in this paper can be described as sustainable preservation, or conservation. The empirical platform of this paper is a major building conservation scheme carried out during the period 1993 – 2003 in the Halland region in Sweden, and its development in parallel in international context. This scheme was based on approximately one hundred building conservation projects in which almost one third of the region's construction workers was trained in traditional building techniques, and was a close collaboration between several public sectors, and private enterprises, NGO's and researchers. The cross-sectoral and multidisciplinary networks acted with a multi-problem-oriented approach, that implied that conservation of the built heritage has the role of a catalyst for job creation, training and education in areas of concern, increasing a region's attractiveness, strengthening democracy, regional growth and sustainable development. It is in this context that concept sustainable conservation has been promoted.

In this paper the Halland Model conservation projects, will be analysed concerning cultural built heritage values, and the characteristics of conservation. This approach is leading to a discussion of the concept Integrated and Sustainable Conservation and its presentation.

The paper also discusses the strategic use of investments in conservation of the cultural built heritage in an instrumental way as a catalyst for sustainable development and regional growth as well as the impact of this approach on the quality of conservation.

In this theory-based analysis methodologies developed the professional and research area in conservation and sustainable development has been used.

Key words: Integrated conservation, sustainable conservation, sustainable development, regional growth, management, cross-sectoral networks, and multiproblem-orientation.

1. Introduction

During the UN World Summit in Johannesburg in 2002, 100 best-in-practice projects were presented for bridging "the green agenda" to "the brown" (Allen and You, 2002). This was understood as projects successfully based on the combined concepts of the Rio Declaration (UNCED, 1992) and of UN Habitat (UN-Habitat, 1996). Two conservation

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projects only were presented (Allen and You, 2002, p. 120, p. 252), one of them which was the Baltic Sea project "Balcon - Development of management skills within the cultural heritage administrations in Poland, Lithuania and Kaliningrad, Russia" (Gustafsson, 2004), further developed from experience of an earlier project, the "Halland Model in Olsztyn" (Gustafsson, 2000; 2003).

The objective of the Balcon project was to make decision-makers aware of the importance of community impact of investments in conservation projects of built heritage, involving aspects of sustainable development – with especial attention to socio-economic growth. Further, this also implied that representatives of the cultural heritage sector themselves had to realize their role and importance for society at large, in particular considering sustainable development. The idea was that each participating region would present at least one conservation project, given priority in regional development programmes. The result was amazing. For example, one of the participating regions had allocated 6300 millions for tourism, conservation and revitalization projects from a grant received from the EU Structural Funds. Projects estimated as being of specific regional importance, were recipients of a support from EU of €1,6 billions, which means that 18.75% of the total budget was allocated to conservation projects referred to.

2. Objectives

Nowadays, in widely diffused political discourses, the concept sustainable development has been used, mostly in a rhetoric way. Sustainable development often is referred to as a desirable process - which might be sustainable in economic and social respects, as well as with attention to environmental circumstances. A holistic view is presupposed - at the same time revealing contradictions between commitments of economic growth, and protection of environment and social initiatives. Economic aspects often have got priority compared to other aspects.

Threats against tangible cultural heritage may be found - either depending on too strong financial resources in society - or the opposite - as a lack of necessary resources. Experiences related to threats of the first kind, therefore have led to a widely spread opinion to be found among several conservationists - that an objective of the cultural heritage sector has to be a slowing down of growth of economy. An opinion of this kind poses a risk that the sector accepts the role mainly as an observer. In this paper a discussion is brought up, concerning whether the concept of sustainable development may open possibilities for the cultural heritage sector to develop a more pro-active, overviewing and leading role in general regional policy. For this purpose, the paper presents some experiences derived from case studies in Sweden and in the Baltic Sea Region, discussing how the field of conservation of built heritage, in the context of a sustainable development paradigm, has proved to be able to contribute with an assembling capacity, due to its broad interdisciplinary analyses.

Thus, as a starting point of this paper, the objective is to present an approach to formulate the concept "sustainable conservation", referring to the concept sustainable development as it was initially defined in the Brundtland report. At the international inter-disciplinary, problem-driven and application-oriented research meeting in Rome in 1985, on "Air Pollution and Conservation – Safeguarding our Architectural heritage" (Rosvall et al., 1988), it was possible to launch a valid set of then not any more contradictory conclusions, concerning long-term conditions for preservation of material structures (e.g.,

¹ The Regional Development Programme for Dolnaslaskie (Wroclaw)

cultural heritage of any kind), and how principally to act in order to minimize their deterioration mechanisms, under various kinds of conditions. This means, that the very idea of "sustainable conservation" was launched, as a result of this pro-active research initiative, from the side of Institute of Conservation at Göteborg University in collaboration with Swedish Institute in Rome, in a joint venture with Volvo Car corporation, and a set of responsible organisations in the conservation sector, in Italy, Sweden and at international level, like ICCROM, ICOMOS and Italia Nostra. Further, this perspective, for its practical implications, needs to be related with PSL methods (Prediction of Service Life) and LCA perspectives (Life Cycle Analysis), concerning the longevity of material structures, in this case including tangible cultural heritage. This is to be understood, as preparatory studies, paving the way for sustainable conservation (Rosvall et al., 1988; 1995).

Further, the outlook of this paper is based on the theoretical framework of the concept of "integrated conservation", referring to a comprehensive understanding, description and explanation of physical-material and socio-cultural dimensions of cultural heritage. Examples from the "Göteborg Model", and in its related international context, are given to illustrate an approach of this kind (Rosvall et al., 2006).

The scope of this paper is limited to analyze the Halland Model conservation projects concerning built cultural heritage values and conservation characteristics. This approach is leading to a discussion and a presentation of applied methodology based on the concept of Integrated and Sustainable Conservation.

3. Problems

The purpose of this paper also is to discuss a possible contribution to sustainable development related to the field of conservation of built environment. Further, to examine the strategic use of investments in conservation of built cultural heritage in an instrumental way, as a catalyst factor for sustainable development and regional growth. The paper also is considering the impact of this approach related to the quality of the conservation results. In this theory-based analysis, methods will be used, developed by professionals and researchers in conservation and sustainable development.

4. Sustainable development

Global Society of today is facing three major challenges; climate change; global economic competition; social exclusion. The political response to these challenges in various organisations, has been synthesized with the term sustainable development, and important milestones such as the Brundtland Report (WCED, 1987), the Rio Declaration (UNCED, 1992), the Habitat Agenda (UN-Habitat, 1996), UN World Summit 2002 (UN-Habitat, 2002), and World Urban Forum (UN-Habitat, 2006).

In March 2000, the EU meeting in Lisbon of Heads of States and Governments agreed to have made EU by 2010 the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth - implying more and better jobs and greater social cohesion (European Commission, 2004). The Lisbon Strategy so far has concerned numerous activities of the European Union in economic, social and environmental areas, not the least at regional level.

5. Culture in a globalizing world

Nowadays all regions in Europe are operating regional development programmes, aiming at sustainable development, with new solutions for innovative strategies

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strengthening regional competitiveness. It has often been mentioned that culture and creativity are important drivers for individual development, social cohesion and economic growth. In May 2007 the European Commission adopted an important strategy document on culture in the form of a "Communication", proposing a European agenda for culture in a globalizing world (Commission of the European Communities, 2007).

This agenda has formulated three sets of objectives:

- To promote cultural diversity and intercultural dialogue in Europe,
- To promote culture as a catalyst for creativity and innovation in the context of the Lisbon Strategy for jobs and growth,
- To ensure that culture becomes a key component in the EU's external relations to build bridges with other parts of the world.

One year earlier, in 2006, KEA European Affairs carried out a major survey where the economy of culture in Europe was assessed (KEA European Affairs, 2006). The quantifiable socio-economic impact of the cultural and creative sector is of great interest: its annual turnover was more than 6654 billion in 2003, which can be compared to 6271 billions in 2001 of the car manufacturing industry, or 6541 billions in 2003 of the ICT manufacturers. In total, the culture and creative sector contributed with 2.6% to the EU GDP in 2003. The same year, the industry of chemical, rubber and plastic products accounted for 2.3% of contribution to the EU GDP, real estate activities for 2.1%, and the food, beverage and tobacco manufacturing sector for 1.9%.

In Europe 5.8 million people in 2004 were occupied in culture and creative sector, equivalent to 3.1% of total employed population in EU. At a general level, the overall growth of the sector's value added, during the period 1999–2003 was 19.7%, which was 12.3% higher than the growth of the general economy (KEA European Affairs, 2006, p. 6).

In the Swedish Government Official Report Sustainable Organization of Society with Power for Development (Ansvarskommittén, 2007, pp. 211-214), a proposal was presented how to organize the regional level of the public sector in Sweden. Of interest here is the discussion about the Governmental subsidy to conservation of cultural resources, which was proposed to be integrated in the overall regional sustainable development function, and moreover accompanying the EU regional cohesion policy and the Structural Funds. A specific Regional Development Act was proposed, to which the Building and Planning Act is anticipated to be linked.

6. Methodology

The empirical platform of this paper is a major building conservation scheme carried out during the period 1993-2003 in the Halland region in Sweden (Gustafsson, 2003), the Halland Model, and its development in parallel in international context in the Baltic Sea Region (Gustafsson, 2000; 2004). This scheme was based on approximately ninety building conservation projects, in which almost one-third of the construction workers in the region were trained in traditional building techniques. This meant a close

² KEA European Affairs, with support from Turku School of Economics and MKW Wirtschaftsforschung Saarbrücken, Innsbruck and München, for the European Commission (Directorate-General for Education and Culture)

³ The study's scope of investigation was both the culture and creative sector. The first included nonindustrial sectors producing non-reproducible goods and services (e. g. museums, heritage sites, archaeological sites) and industrial sectors producing cultural products aimed at mass reproduction, massdissemination and exports. In the second culture becomes a creative input in the production of non-cultural goods and thereby a source of innovation.

collaboration between several public sectors, private enterprises, NGO's and researchers. The cross-sectoral and trans-disciplinary network acted with a multi-problem-oriented approach, which implied that conservation of the built heritage played the role of a catalyst for job creation, training and education in areas of concern, increasing a region's attractiveness, strengthening democracy, regional growth and sustainable development. In this context the concept conservation was promoted for probably the first time in Sweden in connection with strategic development.

Observing the Halland Model in a paradigmatic long-term development perspective, it is evident that this panoramic and challenging conceptual framework, and its manifold applications at a set of different systemic levels, may be understood as a logic outcome of the Göteborg Model, combining a theoretical conservation concept with inter- and transdisciplinary programs of application-oriented nature. For a background to this farreaching set of objectives, a general presentation is provided in a set of position-papers (Rosvall et al., 2006).

7. "The Halland Model": Cross-sector co-operation and multi problem-oriented approach

The integrated conservation processes applied in the Halland Model implies that groups of professionals and citizens have been affected in various ways, having resulted in a flexible and transparent attitude among the participants, as well as in choice of methods of operations, that were used. Of decisive importance was the involvement of participants in finding common objectives for collaboration, and how to communicate together, but also with politicians and other kinds of decision makers. In the Halland Model, each of the various cooperating public sectors had their own planning instruments with differing political perspectives and priorities. The planning instruments of these various sectors were joined together in a "trading zone", or "feasibility studies" as it was called, in a process where it was of great importance that the conservationists were able to make themselves understood. The importance of communication in the conservation processes has been emphasized, and like semiologists, the conservators have to describe messages conveved by conservation objects (Muñoz Viñas, 2005). This requires a well developed theoretical framework, addressing the specific conditions of tangible cultural heritage, and its related in-tangible dimensions, connected to its various phases of authenticity, changes, degradation, and deterioration, before ultimate destruction. Heritage experts have not very much based their research hitherto, on semiotic modelling, enabling reliable de-coding of complex message systems in actual heritage structures (Nordbladh and Rosvall, 1978).

All team members of the comprehensive consortium of the Halland Model team had to understand and agree, that historic buildings at risk are potential conservation objects, and as such are conveyors of intended and desirable meanings. These kinds of meanings might be described as desirable social, private or scientific meanings.

In the Halland Model a large number of actors entered the conservation arena, representing various types of power structures (e.g., County Administrative Board, County Labour Market Board, various local authorities, etc.), commerce and trades (e.g., Constructors' Federation, and the Building Workers' Union), and knowledge-oriented mechanisms (museums and universities), as well as citizens and their NGO organisations (e.g. historical associations). According to e.g. Muñoz Viñas, the meaning of conservation is a totally subjective phenomenon - but at the same time - mainly an inter-subjective phenomenon (Muñoz Viñas, 2005, pp. 158-160).

The stakeholders are derived from their contribution to the overall significance of the object - or their being affected by alteration of the meaning of the object. Conservation projects often are experts-only zones, but the Halland Model, with its broad approach, implied that it was possible to invite representatives from other public sectors to joint cooperation, resulting in what Muñoz Viñas calls conservation "affected-people zones" (Muñoz Viñas, 2005).

8. Trading Zone

The decisions made within the Halland Model can be compared to what Sverker Sörlin regards as a trading zone, where different actors present their values and goods to achieve the goal (Sörlin, 2001, pp. 47-60). Sörlin develops a line of arguments where conservation is understood as a process of articulation - whereby certain phenomena are given their specific meaning. Sometimes they are given new meaning, and thereby becoming re-articulated and re-introduced into a kind of accelerated circulation meanings. However, preservation can not be seen as a process where something has been taken out from the material or economic circulation. The decision to preserve or conserve a historic building is a complex process based on cultural, historical and political aspects. It may be described as a successfully concluded articulation of meanings and values. According to Sörlin, the trading zone is a lively commercial, scientific and political marketplace where various traditions, methods and languages, related to the actual stakeholders involved, have to be understood and combined. In the trading zone an exchange occurs, and a common language of communication across the borders is developed between different disciplines and practices.

9. Selection of objects

The selection of conservation objects of the Halland Model was based on the planning documents of cultural heritage sector - together with wishes and needs of the co-operating bodies (Gustafsson, 2003). The selection was based on where and when in the region the greatest demands for labour market policy initiatives were identified, what kinds of skills amongst the construction workers on the building market that were available, and what kind of buildings and functions that were required for regional needs (e. g. ventures in tourism, culture or arts).

These functional views opened up the interpretation from the side of the conservationists, not limiting themselves only to artistic or historic dimensions of historic buildings. According to Vestheim et al., preservation is connected to three kinds of interrelated interests: political, economic and aultural. The economic interests include the private market as well as public budgets, while the cultural interests may be defined as the sector dealing with cultural activities. In value-driven conservation, decision-making should be based on analysis of the values possessed by an object, related to different groups of sectors. Within the Halland Model this implied that consensus was to be reached within the conservation team (Muñoz Viñas, 2005, pp. 178-179).

The Halland Model was organised so that specific meanings and needs were prioritized - of cultural and local identity, cultural history, employment, training needs and the overall importance of sustainable development. These meanings were discussed and negotiated during the feasibility studies, where key words for the success of conservation projects, as well as cross-sector and multi-problem oriented approaches were formulated as "flexibility among stake holders, trust for the partners, and transparent methods".

10. Catalyst for sustainable development

In 2001 the Balcon project was established as a network in Northern Europe, aiming at promoting investments in cultural heritage as a catalyst for regional sustainable development. The purpose of Balcon was to develop management skills within cultural heritage administration at local and regional levels. This has been carried out by means of an exchange of knowledge and experience. In the project, leading regional politicians and professionals participated. The impact of the conservation projects involved at the regional level are described in following dimensions:

- regional sustainable development,
- strengthening of democracy,
- cultural identity,
- development of the concept Integrated and Sustainable Conservation.

11. Socio-cultural dimensions

Integrated conservation as a well developed theoretical scholarly-professional discourse and multi-disciplinary-oriented platform, has gradually become a well accepted general approach to conservation applications in planning at various levels of society, but notably in direct interface with citizens and respecting historic dimensions, local identity and a profoundly humanistic attitude to heritage, especially intangible multi-factor quality dimensions. Even if there are several independent background roots for this academic discipline, this movement was not very well accepted originally by various stakeholders within conservation as well as in other sectors of society and the academic world. One of the original theoretical roots of this concept, obviously can be found in the formation of conservazione integrata, introduced in Italy by Piero Gazzola, and promoted by Council of Europe as an important component of its launching of the Amsterdam documents, and accompanying policy in 1975. In parallel, the American townplanner Donald Appleyard prepared his overview of this European phenomenon, published in the same period (Appleyard, 1979).

Already in the mid 1960's similar observations and knowledge formation took place in Sweden, partly by Göran Lindahl at the School of Architecture, Royal Academy of Fine Arts in Stockholm leading to his model for generative conservation planning, especially of mid-sized Swedish towns (Engelbrektsson & Rosvall, 2003). Simultaneuosly, Nanne Engelbrektsson at Göteborg University and Chalmers University of Technology, was introducing a comprehensive model for humanities-oriented analysis and historic planning, 4 based on urban and local identity-oriented research (Engelbrektsson, 1982; Engelbrektsson & Rosvall, 2003). This early initiative in much was related to the destructive urban effects of the specific Swedish welfare planning, aiming at excluding historic dimensions and directed to demolish authentic evidence of earlier phases of society. The outcome of this research and initiated university education in the later part of 1960's, was the strongly focused establishment and further development of integrated conservation, initially as part of existing programs, later of conceptualisation of new and special courses in this field, and ultimately leading to the formation already in 1978 (Engelbrektsson, 1987; Engelbrektsson & Rosvall, 2003; Engelbrektsson et al., 2003). This was one of the very first at international level, of a comprehensive graduating university program in this new profession and discipline,5 finally organised as one of the still

⁴Swedish: "kulturvårdande samhällsplanering"

⁵ Swedish: "Bebyggelseantikvarisk utbildning" and "Kulturvård"

relatively few existing complete university institutions with a complex and comprehensive course system in the various branches of conservation, and on all levels including since 1991 a full Ph.D. program (in Conservation) - i.e. a complete structure in Integrated Conservation, according to the Bologna Process. This complex structure is forming the gradually established "Göteborg Model", together with other cooperating academic departments of conservation as well as other relevant disciplines worldwide, and in joint clusters together with external cooperation partners in the public sector as well as with private enterprising of relevance (Rosvall et al., 1995; Rosvall et al., 2004). In this perspective, the Halland Model – even if established in full independence - owes its core value from this branch of integrated conservation of built environment, forming the "Göteborg Model".

Selection of conservation objects within the Halland Model was based on local cultural heritage protection programmes and plans. These programmes were prepared with broad co-operation between politicians, officials from various public sectors, representatives from NGO's and conservationists, as well as supported by the public opinion.

In Poland the Presidents of regional boards invited representatives from all municipalities and villages in their regions, to participate in the selection procedure. For most representatives this was the very first time that they were collaborating with other public sectors, becoming responsible for their own decisions made within a project. That implied that the participants had to clarify their individual roles as politicians, civil servants or entrepreneurs (Larsson, 1999; Boston Consultant Group, 2004). The Cultural attaché at the Swedish Embassy in Warsaw described the most important contribution of the Halland Model as represented by the "case" of Olsztyn, had been to strengthen the democratic development in Poland (Larsson, 1999).

In Sweden the building conservation scheme of the Halland Model developed to a project aiming at sustainable development, given priority by the regional decision-makers (Gustafsson, 2000; 2003). Between 1993 and 2003 almost one third - 1,100 of a total of 3,700 construction workers in the region – participated in the Halland Model. In the mid 1990's, approximately 300 individuals were involved on a daily base in the scheme. Over 100 men hereby became skilled workers, found access to the regular labour market, and were fully paid.⁶ After concluded conservation process, 235 persons were employed in the activities that immediately took place in the improved premises. For example, the conserved industrial site at Rydöbruk, was considered an exciting and creative environment, and certainly not only by artists. An interior decoration company also moved into the area and became the greatest employer in the village, with more than 50 new job positions, which is a considerable number of employees in this region, especially in this village.

12. Environmental dimension

Observing the rapidly growing field of environmental concern, it is directly recognizable that the traditional humanities-oriented apprehension of "environment", or "milieu", which until not very long ago was the adequate concept for architectural and other kinds of human settings – be that in interiors, urban circumstances like townscapes, parks etc., but as well generally in "plain air", i.e. in "nature". "Ambience", however also

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⁶ In Sweden, apprentices are not fully paid, and only earns a specified percentage of a skilled worker's salary

has been a relevant concept for characteristics of human surroundings, and their linked values.

In many respects, these concepts and terms have been captured by the "green movement", natural scientists of various disciplines as well as a growing number of market-based mechanisms, and consequently by related public bodies and NGO's.

Therefore, it is prime-time to launch strong efforts from the side of representatives of cultural conservation, to re-activate an anthropogenic perspective to the environmental sustainability progressive movement. Simultanously, this perspective consequently also has to be widened, and to incorporate from its side natural phenomena of relevance – either just to involve "nature" as an evident component of cultural settings, but further to integrate – among other dimensions, components and processes, e.g. deterioration mechanisms, and pro-active preventive measures for a long-term sustainable future of our material cultural settings, ambiences, milieus and their environments – including their heritage components, strongly linked to their intangible cultural dimensions.

In practice, the perspective presented, implies a full-scale implementation of integrated sustainable conservation, at all levels, in any way possible, to promote a vivid and healthy society – composed of settings, landscapes, buildings, implements and so on from all periods and social backgrounds, together with adequate evolving contemporary additions.

This field of inquiry and policy concern, still has not more than just started its coming movement, and anticipated growth. Examples of strong indications from this field have been referred to in other parts of this paper, but in this context two references may provide sufficient openings to a coming development of this inter-, intra- and transdisciplinary field of knowledge and applications (Fusco Girard et al., 2003; Fusco Girard, 2006; Engelbrektsson & Rosvall, 2003; Engelbrektsson et al., 2003). According to e. g. David Throsby, and Engelbrektsson & Rosvall there are parallels observed between natural and cultural capital, which implies that the concept sustainable development can be applied to culture (Throsby, 2006; Engelbrektsson & Rosvall, 1999; Rosvall et al. 2003).

The environmental approach early was given priority in the Halland Model. This implied that environmental friendly materials were used in the conservation projects (Svensson, 2000). Another aspect was the choice of sources of energy in the buildings to be conserved. In the Tyreshill dwelling house at Rydöbruk, a heating system using renewable sources of energy therefore was installed (Gustafsson, 2003). At Olsztynek in Poland, the earlier coal-based heating system in the medieval castle was replaced by a district heating system during the conservation project (Gustafsson, 2000). In the Scandinavian countries there have been major problems for historic buildings with additional thermal insulation as a solution to energy-saving. In the conservation of Kuggavik childrens' holiday camp, experimental work was carried out to solve these problems (Gustafsson, 2003). Another important contribution to sustainable development was the conservation of the small jugend-style villa, Metalowa Street at Olsztyn, Poland. Within the broad joint venture team, the function of the conserved building and improved premises were discussed. It was decided to invite a museum of nature focussed on school-oriented education in ecology, but addressing also adult people for the courses.

13. Economic dimension

During the 20th century, the built cultural heritage to a great extent unfortunately was regarded as an obstacle to economic growth, and therefore conceived of as a cost for progress of society. Today, built cultural heritage instead successively has become

regarded as an enormous treasure, which is elucidated in the tourism industry. Increased interest has been directed to the economic values of cultural heritage. As mentioned above, many researchers, as well as political organisations, and NGO's are convinced that investments in built heritage will have a major impact on economic development and regional growth.

For instance, European Commission for a long time has regarded cultural tourism as the most obvious way to seek economic benefits from culture, therefore recognised as such in European regional development policies and programmes (Kildy, 1998, p. 8). Recently another issue has been emphasized in this context by decision-makers, namely how to entice new inhabitants into the region, to be attracted by its cultural assets, notably its cultural heritage and foremost its built environment, cared for by processes of integrated conservation.

"The creative class" has been demonstrated as a focus area of interest, characteristic for the regional and urban growth, and relating to an extremely movable group of people, according to recent studies, i.e. by the American geographer Richard Florida (Florida, 2005a). Referring to a newly presented survey of Sweden in the "Creative Age", these groups of citizens tend to reside in historic centres, characterized by old buildings (Tinagli et al., 2007, p. 15).

An illustrative example of this relatively recent movement, is presented in "Stiftelsen Göteborgs Stenstad" (Wirsin & Rosvall, 2004, "Historic Göteborg Foundation"), established by market-based entities in the early 1990's by companies operating in the busy town Göteborg, in areas of construction, estate management, and consulting enterprises. The core idea of this voluntary policy-organisation is to promote the urban qualities in order to attract citizens locally as well as from abroad, to live in and visit the historic districts, and thereby to enhance the architectural ambience and the built environment, by their direct contacts and paying their tributes to keep this urban setting by means of a spontaneously supported movement related with integrated and sustainable development of built environment (Rosvall et al., 2004).

An obvious trend today amongst regional decision-makers is to prioritise competition on a global market, where the creative class, composed of highly skilled and entrepreneurial people, rich in resources of various kinds, is considered to be the group that will strengthen their region to be successful in the global economy. The creative class also is the target group for competition between cities and regions. Local building traditions and well-preserved urban environments have been given a new role: as a crucial part of a city brand, and at the same time an illustrator of the city qualities and what differs it from competitors. These ambiences, characterized by integrated conservation of their built environments, are of conclusive importance for attracting the creative class in their choice to move to a new city (Florida, 2005b; Tanigli et al., 2007; Andersson and Andersson, 2007, p. 113). In this global competition the awareness is slowly increasing among decision-makers and investors, that the values of well-preserved historic centres have a strategic meaning for sustainable development, not at least for regional or urban growth. Remember Jane Jacobs' words: "New ideas have to use old buildings" (Jacobs, 2005, p. 216).

14. Sustainable conservation

In order to be successful, sustainable development has to proceed from the existing resources of the region, and in this context the cultural heritage is of crucial importance. The concept sustainable conservation has been increasingly recognized and frequently used during the last period. The sustainable conservation approach implies the firm

involvement of citizens. Decision-making in favour of a process of preserving - or not-implies that a great variety of factors has to be taken into account, long before concluding *what* should be preserved and *how* (Zancheti, 1999; Nanda et al., 2005, pp. 61-62; Engelbrektsson, 1987; Engelbrektsson & Rosvall, 2003).

Referring to the well established conceptual framework within conservation as a profession, and its supporting academic discipline, it has been an axiomatic condition, to respect the principle of minimum intervention (Rosvall et al., 1995). Since long, this theoretical approach as well as the formula of reversibility, to be applied in normal conservation interventions, has begun to be increasingly questioned. This has been discussed, i.e. by Barbara Applebaum, who started a big professional debate about the relevance of reversibility, and introduced the concept of re-treatability based on a sound discourse (Applebaum, 1991; Rosvall et al., 1995). Later, this scholarly-scientific-professional discussion has been continued, i.e. by Muñoz Viñas. The latter noticed, that it is not possible to achieve full reversibility in conservation, and that it is impossible according to the scientific laws of physics for an object to be brought to its preceding state of preservation (Muñoz Viñas, 2005, pp. 186-189). The conceptual framework however still is in use, which implies that an object is recommended to be preserved, more or less in its actual state.

Considering the use of cost-benefit analysis, conservation generates costs that are tangible as well as intangible. The conservator's reality - viewing conservation of objects as finite resources - can be seen as similar to analogous considerations taken by ecologists and economists. The conclusion of Muñoz Viñas in this respect, is that best conservation practice provides most satisfaction for most people, while at the same time not depriving ability for future users to function in a symbolic and meaningful way. Contemporary theory of conservation calls for common sense for understanding why, and for whom, things are conserved, according to Engelbrektsson and Rosvall (Muñoz Viñas, 2005, pp. 212-214; Engelbrektsson & Rosvall, 2003; Engelbrektsson et al., 2003) The Halland Model resulted in decisions not only made from a conservationist's opinion, but in a comprehensive and transparent way.

In this context it is appropriate to indicate another initiative, enhancing integrated sustainable conservation, with a new research organisation addressing exactly the kind of problems and issues, presented in this paper.

As a further development within the "Göteborg Model", a research compound has recently been organised to solve needs and problems in the market segments, where the conservation theoretical framework is relevant. This initiative is named "NMK", which means "Postgraduate Enterprising Research School - Natural Materials in Environmental Sciences and Cultural Conservation". This mechanism, attracting highly competent researchers for earning a doctorate in this field, with substantial resources for mentoring, salaries, laboratories, travels and other kinds of expenditures, is financed partly by a Swedish research endowment, and partly by private companies in need of relevant, top class research. Some twenty doctoral candidates will have been promoted for a doctoral degree, and likewise their financing enterprises, when the present project phase is concluded by 2008, in total financed by c. 45 millions SEK (€5 millions, or US \$6.5 millions). This is understood to be an attractive future model for the field of integrated sustainable conservation, combining research needs, financial resources and adequately equipped doctoral candidates and competent academic and company-based mentors in various venues of relevance. This paper actually is the outcome of one such NMK project, with Gustafsson preparing his doctoral dissertation based on adequate experiences in the field and Rosvall being his mentor and supervisor, at the same time initiator and codirector of NMK.

15. Conclusions

The prerequisite of prosecuting successful policies for regional culture and cultural heritage nowadays are very propitious. UN and EU - as well as national, regional and local decision-makers - are increasingly regarding culture and cultural heritage as important resources for sustainable development, and as proper objects for investments.

If conservation operations are intended to be sustainable, e.g. meaning that a building will be preserved for a long time, it is important within conservation projects that conservation officers participate also in searching for activities and new functions that can take place in a conserved building. Then of course, a priority is that those activities do not threat heritage values, but at the same time it is most important that they are bringing some income to the property that contributes to guarantee future maintenance in a sustainable way.

Conservation projects discussed in this paper can be described as examples of sustainable preservation, or conservation. These projects may be considered to be economic since they have provided obvious return on investments, and they have already guaranteed future income to cover costs for maintenance, and moreover they have contributed to regional growth. Concerning social aspects, the conservation process involved regional cohesion, and developed cross-sector networks, as well as a multi-problem-oriented approach. Further, they have increased the level of knowledge, strengthened local identity and democracy, as well as created new jobs in the region. Finally, this process was sustainable from an environmental perspective, since conservation is about to care for existing resources instead of demolishing. Environmental-friendly construction materials were also used together with renewable sources of energy in conserved buildings.

Legal systems and regulations have been developed for the protection of built heritage. Now it is time to develop strategies for elucidating the central importance of culture and cultural heritage for regional growth. Accordingly, it is of importance to illustrate the economic impact of investments in culture and cultural heritage. This also implies needs of new strategies and methods for the cultural heritage sector, and especially how to handle larger budgets. To manifest impact of conservation for sustainable development it is required to initiate a deeper discussion, leading to more capacity of interdisciplinary research and cross-sector cooperation based on multiproblem oriented approaches.

Those kinds of initiatives indicated above require a partly new role for policies of culture, as well as for preservation of cultural heritage. To develop and establish adjusted methods and strategies must be seen as a responsibility of the heritage sector itself, where investments in building conservation at the same time can serve as a catalysing factor for sustainable development and regional growth. Without any doubt, it is of great importance that regions identify their significant and unique qualities, as a platform from where decisions can be made, and objectives for the future can be defined. It is obvious, that during the last decades the importance and value of cultural heritage and well preserved urban environment, successively have increased - playing a central role in building city brand. Thus, there is a general need for distinct and elaborated concepts and methods in the field of integrated and sustainable conservation of built environment, corresponding to contemporary demands of a long-term future.

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Development of management skills within cultural heritage administrations

Christer Gustafsson and Jan Rosvall

The editor did now allow a printed version of this paper in this dissertation. To inform the reader, below follows a not published abstract of the paper. The paper is to be found in:

Gustafsson, C. and Rosvall, J. (2008b) "Development of management skills within cultural heritage administrations". In: Quagliuolo, M. Herity. Classifying Monuments Open to the Public, pp.28-47. Roma: DRI, Fondazione Enotaria ONLUS.

This article describes new approaches to set about boundary-spanning challenges for regional sustainable development and uses as a starting point experiences from the sector of cultural heritage. In the Baltic Sea region a number of regeneration schemes have been carried out 1993-2004 which was based on the experiences from the Swedish region Halland. In the Baltic Sea region new cross-sectoral and multi-disciplinary networks was introduced which will be described and discussed with a "multi-problem-oriented" approach, wThe objective with this article is to describe and discuss the creation of such, specifically tailored networks that have been working "pro-actively" with cultural heritage and sustainable development. New tool-kits have been developed for the protection, maintenance and conservation of the built cultural heritage. Instead of only safeguarding the historic buildings from demolition or unnecessary alteration the approach has been to take the role and the initiative in designing projects in which the cultural heritage sector had the central role on a regional level. To achieve this goal the new networks have been established which

have been working cross-sectorally and multi-disciplinarily. The benefit of this collaboration was that the cultural heritage sector was able to act as a driving force in achieving the objectives agreed upon. In such networks the public sector is anticipated to co-operate with SME's, NGO's as well as with research teams, where the cultural heritage is anticipated to have a pro-active role, and to co-operate actively in an ambience of Regional Development programmes etc.

The impact of the regeneration schemes on a regional level are as follows:

- Regional development
- Strengthening of democracy
- Cultural identity.

Keywords: Built cultural heritage, sustainable development, cross-sectoral networks, multi-disciplinarily approach, regional development.

Return on Heritage Investments Some Measurable Results of the Conservation of Harplinge Windmill and Rydöbruk Industrial Site

Christer Gustafsson¹ and Thomas Polesie

In the province of Halland in Sweden construction workers have been trained in traditional building techniques by practising these skills on historic buildings at risk.² The motto for the cross-sectoral network the Halland Model has been to:

- save the jobs;
- save the craftsmanship; and
- save the buildings.

After a while a fourth motto was added:

• to find an activity or business, which could contribute to regional sustainable development, for the improved premises.

Today, almost ninety historic buildings have been saved and conserved in the Halland Model.³ Almost one-third, 1,100 of the region's 3,700 construction workers, have been employed in these conservation schemes and thereby trained in traditional building techniques. Some 235 new jobs

¹ The author is one of the founders of the Halland Model and a member of its steering committee.

² Gustafsson 1992; 1996; 2000; 2003; Gustafsson and Rosvall 2007; Gustafsson and Polesie 2007

³ The concept conservation in this article is used in a broad sense (including restoration and preservation) according to Muñoz Viñas' definition, see Muñoz Viñas 2005, pp.16 ff.

have been created in the improved premises.⁴

Aims and objectives

Preservation cannot be seen as a museum process where a historic object has been taken out from economic circulation.⁵ The decision to preserve or conserve a historic building is a complex process based on cultural, historical and political aspects. It might therefore be described as a successfully concluded articulation of meanings and values. The aim with this paper is to investigate the return of investment in two different conservation projects, the Harplinge windmill and the Rydöbruk industrial site. These two cases have been chosen since they distinctly demonstrate their impacts in two ways: in improved craftsmanship and job creation in the conserved buildings' new functions. This paper will investigate the complex of problems, the discussions among the decision-makers involved in the conservation team, the priorities of how the problems were solved and what determined the quality.

The focus of the analysis is the discussion of preserving a building with its given qualities and its new function, and the gap between these two poles. This difference between existing resources before conservation and after with the building's new function can be described as the return of investments in building conservation projects. The resources invested constitute: the buildings, the financial means, and the participants, including their knowledge and strategies, as well as their organisations. The results could therefore be seen in the increased value of the existing buildings and the new knowledge established among the participants.

Further, it is of vital importance to study the adjustments between the interests of various groups and to describe the decisive choices and factors that made conservation possible to accomplish. Both the Harplinge wind-mill and the Rydöbruk industrial site were found in given locations and in their then present conditions. Conservation officers compiled preliminary conservation studies which were presented to the cooperating partners representing other interests. This paper will investigate and discuss how

⁴ Gustafsson 2003.

⁵ See e.g. Sörlin 2001; Muñoz Viñas 2005; Gustafsson and Polesie 2007.

the aim of conservation was developed together with the other interests during the procedure of the feasibility study. Of certain interest for this article is craftsmanship, especially job creation in the buildings' new functions.

All partners in the Halland Model agreed that it was of crucial importance that the historic buildings post conservation completion became accessible to the public. The ambition was to find an activity, or business, which was also important for regional growth and sustainable development. These new functions could be in the arts and culture sectors, tourism, nature conservation, environment protection, as well as more downright commercial businesses. The common idea among the partners in the Halland Model was that if the public sector invested so much public funding based on tax revenue into one conservation project, the community as a whole should have as much in return.

Delimitation

The article will not deal with the overall community impact on *the Halland Model*. It will focus on only two of its conservation projects and their impact on craftsmanship and job creation in new functions which will be further discussed.⁶

Even if the concept value is centrally used in this paper, the article has no pretensions to find an all-embracing interpretation. Instead, the focus will be on identifying the value of cultural heritage, place and function for the return on investments in conservation.

Problem formulation

The overall question in every conservation project is whether to do anything at all or just to leave the object as it is. Before making an investment in conservation of a historic building one has first to deal with the question as to whether to demolish it, and erect something with a greater

For a description of the Halland Model's impact on saving buildings and regional cohesion, see Gustafsson and Polesie 2007; for its impact on sustainable development see Gustafsson and Rosvall 2007; and for its impact on collaborating management research see Gustafsson, Adler and Stymne 2007.

⁷ See for example Muñoz Viñas 2005

benefit to society, or conserve the existing building. One has to ask one-self, can it be justifiable to invest that great amount of public funding for the conservation of an old windmill or a closed-down industrial site? The benefit to society can be expressed as values elucidated in a calculation. This article will discuss and present the values from conservation projects in such calculations.

In such comprehensive cooperation as *the Halland Model*, several performers have various agendas, objectives and missions. The cultural heritage and the labour market sectors represent separate political priorities as well as traditions and cultures. They practically speak different languages. The divergence between the two public sectors became obvious when speaking about their completely different resources with allocated budgets. This paper will elucidate the various performers' and participants' different roles in *the Halland Model* and what their resources were composed of, which risks they took and what was the return on their investments. All members of the steering committee agreed that if public society financially contributed to *the Halland Model* conservation projects with such resources, the return to the public should be an equivalent. This paper will describe the translation from principles to practice as well as the discussions and negotiations in the trade between various interests.

To be able to achieve the targets set, a common language had to be developed. All team members of the comprehensive consortium of *the Halland Model* team had to understand and agree that historic buildings at risk are potential conservation objects, and as such they are conveyors of intended and desirable meanings. In this new situation, it is of interest to study how the way of communication affected the results. The paper will also examine who took the initiative to act during the different phases of the conservation projects. This paper also considers the impact of this approach in relation to the quality of the conservation results. In *the Halland Model*, the members of the cultural heritage sector had to act in new environ-ments of decision-making. Other public sectors were partners for

⁸ The Halland Model's steering committee consisted of participants from the County Labour Market Board, the County Adminsitrative Board, the Constructors' Federation, the Building Workers' Union, and the regional Museums of Halland.

cooperation, but also for competition. This elucidated a demand for new competence, new strategies and new ways to express benefit and how the cultural heritage sector can contribute to sustainable development and economic growth. The discussions and negotiations were carried out in what Sverker Sörlin calls trading zones and were presented as conservation programmes or feasibility studies for the conservation projects.⁹

Resource-based economic studies

The empirical material consists of the author's observations during the conservation process, the various reports on *the Halland Model*, and conservation reports.¹⁰ The alteration after completed conservation of the historic building is now analysed with accumulated experience ten years later. In the analysis methodologies developed in conservation, sustainable development and estate-management are used.

There are today several surveys compiled trying to calculate the economical impact of conservation projects. For instance, English Heritage has developed a methodology together with the London School of Economics and Urban Practitioners in the set of Heritage Dividend. Here the calculation is based on the total grant from public sectors, including the cultural heritage sector, together with the total private sector's sources. Then the number of buildings, commercial floor space, and dwellings improved are investigated together with the number of jobs created and safeguarded.

This paper uses resource-based economic methodologies where the calculations are based upon the resources.¹² Thomas Polesie, together with his colleagues at the Göteborg Business School, has developed a methodology to investigate urban development in a broad perspective and its economical impact.¹³ Return on investments consists of results, increase in value and dividend. In the research they have studied how the infrastructure has

⁹ Concerning trading zones see Sörlin 2000; Gustafsson and Rosvall 2007; Gustafsson and Polesie 2007; concerning conservation programmes for Harplinge windmill see Nylind and Tonnvik 1996.

¹⁰ Gustafsson 1992, 2000, 2003, 2004; Ahnlund 2001, 2002; Hellström 1996

¹¹ Fraser, 1999; Wagner, 2002; Carlile, 2003

¹² Gustafsson and Polesie 2007

¹³ E.g. Polesie 1995; Berglund and Blume 1999; Johansson et al. 2002

developed in various businesses such as estate management, energy supply, transport, and financing companies. The results have been fitted into historical and geographical perspectives. The basic theme is how different owners create increased values in their properties and how they deal with existing buildings and construction of new buildings.

The prerequisite of conservation projects is the existing historic buildings with their surroundings, financial resources, performers with their knowledge and strategies, as well as organisations. The calculation in this article will not estimate values expressed in money or currency. For estate-value its location determines this and in this context a building is impossible to move. All historic buildings, with a few exceptions, are objects for alterations, especially concerning function. A new function affects the value and therefore it is of interest in the calculation to take future needs into account. Spent time in the calculation is understood as contractors' and construction workers' investments in the conservation projects.

The interaction between the involved performers and the increased knowledge among the participants are a subject matter to document. New knowledge and skills learned by the participants in the training programmes and through experience gained during their apprenticeship are regarded as value in the conserved building.

Because of EU regulations and international accounting standards more real-estate companies are today accounting for investment property values in the balance sheets as 'real value' instead of 'purchase value'. The positivist idea that the purchase value is objective, since the possibility of establishing this with verification has been abandoned for the notion that the timeliness should be a relevant starting point for valuation. Relevance has become more important than verification and to estimate the market value is a manifestation of relevance.

Anna Krus deals with how values in real-estate are created, what they represent, how formal demands regarding overall aims of value-management are expressed, and how they are defined and balanced on the operational level.¹⁵ The focus is set on the process of balancing values related to

¹⁴ Bengtsson 2006

¹⁵ Krus 2006

cultural heritage, function and economy in market-adjusted restoration projects. In the theoretical analysis, Krus analyses and describes values by combining a value-relativistic perspective with theories of value-production within conservation, space-planning and estate-management. Value is regarded as a contextual construction, not an objective characteristic inherent in the building itself. Krus therefore defines values as potential characteristics of all buildings, triggered by certain conditions. Applied to conservation processes buildings might represent different grades of value during different phases of the project, initial value, potential value, intended value and realised value.

The return of heritage investment in the conservation of Harplinge windmill and the Rydöbruk industrial site is the object for this study. The return for the investments in craftsmanship will be expressed in what the participants learned in the conservation project. This knowledge is acquired in the conservation project then remains in the participants' memories. This new knowledge is also visible and lasting in the conserved building. After conservation is completed the building is used again and has a new function. The conservation within *the Halland Model* can be regarded as an exceptional situation during the recession. The new function is decided by the one who owns the building at the moment.

The Halland Model

In February 1993, a meeting was held between representatives of various organisations from Halland: the County Labour Market Board, ¹⁶ County Administrative Board, Regional Museums of Halland and the Halland Vocational Committee of the Construction Industry, ¹⁷ during a con-

The province of Halland, the region of Halland and the county of Halland have approximately joint borders. The prefix 'county' is in this article used for the national government's administration at regional level in Halland. Similarly the prefix 'region' is used for the regional parliament's administration or bodies mainly financially supported by them.

¹⁷ The Vocational Committee of the Construction Industry (Byggnadsindustrins Yrkesnämnd) consists of the The Swedish Construction Federation (Sveriges Byggindustrier) and the Swedish Building Workers' Union (Svenska Byggnadsarbetareförbundet). They reach annual agreements concerning the contents of training programmes for construction workers. A three-year upper secondary school education is followed by a period of almost three years of apprenticeship before they become skilled workers and fully paid. The Construction Federation represents the interests of the construction industry in Sweden. It is the trade and employers' association of the private construction companies. The Swedish Building Workers' Union is the trade union organisation for all those working in the construction sector.

ference organised by the Swedish National Labour Market Board, National Heritage Board and The National Vocational Committee of the Construction Industry. The purpose of the meeting was to inform about new national programmes and funding with the objective to create networks aimed at developing new sustainable cooperation between the construction sector, governmental labour market agencies, and the cultural heritage sector at large.

Then, the Swedish government launched a 'stimulation package', which included the allocation of specific funds which made it possible for unemployed construction workers to work on the renovation of buildings. During the conference, the Halland Regional Museums reported on approximately forty historic buildings at risk, to be suitable for conservation in the framework of public relief work, etc.¹⁸ Selection of these structures was based on municipal cultural heritage programmes and protection plans, which had been prepared in previous years and approved by the local authorities in the region.

Of course, successful cooperation was not guaranteed. The cultural heritage sector was assumed to collaborate with the construction industry which was mainly focused on constructing new buildings with modern technologies — but not on the preservation of historic buildings — an agenda which had played a central role in Sweden's post-war politics. Since World War Two the training had been aimed entirely at new construction and traditional building techniques had been totally excluded since the overall political idea was to construct a Modern Society with new buildings. That had resulted in a shortage of skilled craftsmen working with traditional building techniques. In the early 1990s there were only about ten traditional builders in the whole province of Halland. These were also able to construct modern buildings, but the opposite was not possible.

The labour market and the cultural heritage sectors were very different in their approach — especially in philosophical and economic terms. The Director of the Labour Market Board was personally responsible for much larger amounts of funding than the municipal authorities. Concerning major projects, the Labour Market Board had more experience than the

cultural heritage sector, and was used to negotiating with decision-makers higher in the hierarchy at local, regional and national levels. The cultural heritage sector, by comparison regularly dealt directly with the local politicians, and usually they were responsible for much smaller projects.

Initially the Halland Model took over the training that had been created to retrain unemployed shipyard workers to become construction workers. Of decisive importance was when the Regional Vocational Committee of the Conservation Industry in Halland decided to approve the training posts within the Halland Model to be counted in the period of apprenticeship. This was a turning point for the development of the Halland Model and at the time distinguished it from similar initiatives in other regions in Sweden. Already in the following year (1994) a special training programme was prepared for apprentices. Four months of training was followed by four months of public-relief work. At that point the Halland Model grew and was transformed from a labour market and cultural heritage project into a regional cross-sectoral network aimed at regional development.¹⁹ The Halland Model developed an increasingly effective and refined organisational structure, not only within its steering committee and project design groups but also for work management at the construction sites.²⁰ The ordinary procedure was that a group of twelve apprentices was trained in one course. After one month of theoretical study the group was split into two groups of six people. These were sent to two different conservation projects which had the function of trainee posts. To guarantee the quality of the training as well as the work, it was important that the apprentices were looked after and supported by their instructors. Therefore, the group of six was split one more time into two groups of three apprentices with one instructor. They were picked from among the most experienced craftsman in Halland province and employed by the Halland Model. Besides their skilfulness as craftsmen they had a considerable social capacity and acted also as personal coaches for these apprentices.

¹⁹ Gustafsson 1996, 2000, 2003, 2004; Gustafsson and Rosvall 2007; Gustafsson and Polesie 2007; Gustafsson, Johansson, Meiling and Rosvall 2007; Gustafsson, Adler and Stymne 2007

²⁰ The project design groups consisted of various experts: engineers, architects, as well as conservation officers.

At the same time as the railway was constructed in Western Sweden, a station was built in 1886 a couple of kilometres from Harplinge church. A new village soon developed next to the station with a windmill, dairy, carpentry shop, and other business activities. 21 Today the windmill and the railway station are the only remaining structures from the original village. The windmill with its sails on a hill has a distinguishing feature as a landmark and silhouette in the open landscape and has become something of a symbol for the village. It could be regarded as a full-rigged ship sailing on an ocean of fields of corn. The historic values can also be found in the techniques and processes or grinding as well as the building's structure itself with its materials. The Harplinge windmill represented when it was erected in 1895 the latest technical inventions. The sails were self-regulating by moveable shutters and together with a propeller automatically brought the sails into the wind. The windmill constitutes an historic source of information and functions as an important element of local identity and therefore of decisive importance for the character of Harplinge village.

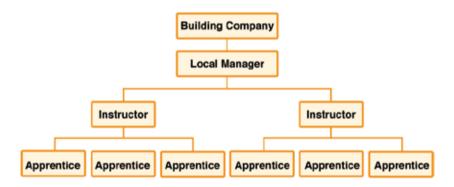


Figure 1. Construction sites of organisations

Save the craftsmanship - Harplinge Windmill

Already in the 1920s windpower ceased to used as an energy source, and the mill was turned by electric power. The mill enterprise was closed dur-

ing the 1960s. Relatively comprehensive reparation works were carried out in 1960 and 1973, but then practically no maintenance work was done until the large-scale conservation started within *the Halland Model* in 1996. The Harplinge windmill was registered in 1992 as an historic building in the local programme for cultural heritage for the Halmstad municipality. Just five kilometres from Harplinge windmill there is another windmill in Särdal village which was considered to be better preserved by the cultural heritage sector and in 1980 it was decided to protect it as a listed building according the Heritage Conservation Act.



The Harplinge Windmill. Photo Christer Gustafsson

At the beginning of the 1990s the Harplinge windmill's exterior was of rather unmodified appearance, but the outer layer such as the rag paper, panel, plaster, sails, the cap, propeller, bridge, etc. was in very bad shape

with widespread rot-damage and active dry-rot fungus.²² Considerable parts of the timber framework were in need of immediate measures. The greater part of the wood within the outer structure was however on the whole sound.

A first survey concerning the mill's need of maintenance was carried out already at the beginning of the 1990s.²³ This has been mentioned above, and an entire leak in the front had to be repaired immediately. A year later the Regional Museums of Halland produced a more detailed building conservation investigation in which it was observed that the windmill needed comprehensive measures to save it. 24 The leak had dramatically worsened the condition of the mill and the costs for conservation increased considerably. An unexpected occurrence happened when the conservation officer got in contact with the windmill historian Lennart Nilsson from the Association of Windmills in Skåne.²⁵ In his collection of windmill antiques and literature he found the Harplinge windmill's original construction drawing. It appeared that it was Nilsson's old master's qualifying piece of work for becoming a journeyman. Nilsson was invited as an expert on the conservation team. With his experience from conservation of windmills the knowledge levels increased markedly within the conservation team. It was now possible not only to preserve the building's structure, but also to reconstruct the machinery and get the mill able to grind again. Though, it was debated within the cultural heritage sector as to whether it was defensible to allocate such a great amount of money to this comprehensive conservation and restoration project. Especially since the Harplinge windmill was not protected as a listed building by the Heritage Conservation Act, it was only protected as an historic building in the municipal programme for cultural heritage. In the neighbouring village Särdal there was a windmill from the same period which was protected by the Act for Cultural Heritage. This windmill became a competitor for allocation of conservation funding.

When the conservation started, the building was in very bad condition

²² Nylind and Tonnvik 1995; Ahnlund 2002

²³ Nylind and Tonnvik 1995

²⁴ Ahnlund 2002

²⁵ Ibid.

– affected with the dry-rot fungus, putrefaction, mildew and the wings were damaged by rust. Considerable parts of the timber construction had to be replaced, including a structural corner-leg which passed the entire system of beams. The adaptation of the new timber structure was successful and it tuned in with the old parts well.

A problem for the conservation team was to find rag paper to cover the façades. It was not available in Sweden. There was a discussion in the team as to whether to cover it with modern board, but from a conservation point this was not acceptable since it contains plastic and has a glazed surface. The search for rag paper took a considerable time but at last the requisite rag was found in Italy and a manufacturer in Sweden was able to produce traditional rag paper. Of interest here was that the apprentices together with the instructors took up a definite position for the rag paper even if not all the conservation officers were so convinced. The public opinion for the overall conservation ambitions had become much higher compared to the listed windmill in the neighbouring village.

The conservation of the Harplinge Windmill was carried out between the years of 1996 and 2002. ²⁶ The investors were the owner, the construction industry, the County Labour Market Board together with the cultural heritage sector including the National Heritage Board, the County Administrative Board, and the Regional Museums of Halland. Further, the Municipality of Halmstad was also involved. The Swedish Government has been involved since the conservation of the Harplinge windmill was a part of a major knowledge and experience exchange project between Sweden and Poland. ²⁷ The County Labour Market Board was the individual biggest financier and they allocated SEK 8.1 million (€870,000). The cultural heritage sector contributed with almost SEK 3 million (€330,000).

The County Labour Market Board provided financial resources as well as unemployed people who could participate in training programmes and work in the conservation projects. ²⁸ They also had useful contacts with politicians and significant decision-makers as well as experience and knowledge about how to turn the public budgets on the best possible ac-

²⁶ Ahnlund 2001; 2002

²⁷ Gustafsson 2004; Gustafsson, Adler and Stymne 2007

²⁸ Gustafsson and Polesie 2007

count in broad cooperation with other sectors. The construction market in the early 1990s was in acute need of labour-market policy measures. The young people left the construction industry for other careers in, for them, more attractive businesses. The labourers' increasing age was another problem. During one calendar year the average age increased by two years of life.²⁹ The industry was in deep need of trainee posts for the apprentices so they could become skilled workers and not leave the construction industry. The risk for unemployed construction workers was obvious and their period of unemployment benefit was going to expire. To fulfill their mission the Labour Market Board was looking for partners that could offer places of work for relief work as well as for the training programmes.

Investor	Stake	Return
Labour market sector	Funding	Employment
	Training programmes	New jobs
	Contacts	Trained labour
	Knowledge	
Cultural heritage sector	Funding	Saved building
	Knowledge	Conserved building
	Contacts	Craftsmanship
		Increased knowledge
Construction industry	Enterprises	Trained labour
	Network	Engaged companies
	Experience	Additional traditional building
		materials available on the
		market
Property owner	Building	Saved building
		Increased selling price
Locals	Commitment	Local identity
Region, municipality		Regional development
		Increased attractiveness

Table 1. Return on heritage investments for various investors.

The restrictions posed that the public-funded ventures must not drive existing construction companies out of the market, nor to show push-aside-effects. The general idea with *the Halland Model* was to increase the total volume of construction schemes in Halland. Conservation projects required more sub-contractors and suppliers than were contracted by The County Labour Market Board. By the orders in *the Halland Model* these companies could keep their employees in the time of recession, but also increase their knowledge and competence in the field of conservation.

This could be a new niche for the companies as well as the craftsmen. The cultural heritage sector provided buildings in need of conservation or comprehensive maintenance. Common for them were their historic values as well as that the measures were labour intensive. The cultural heritage sector in general at the time saw a risk that these labourers were obliged to work by the employment office and this would imply poorer quality in the craftsmanship and conservation, and less devotion among the craftsmen.

The return on investments is obvious since Harplinge's probably most valuable historic building was saved from demolition, approximately thirty building construction apprentices, together with two to four instructors were employed in the project.³⁰ Additional works management, sub-contractors, engineers, consultants, conservation officers, and other experts.

Save the jobs - Rydöbruk Artist's Village



Rydöbruk Office Building. Photo Christer Gustafsson

During the 1990s approximately ten buildings were conserved each year in *the Halland Model*. A survey of *the Halland Model* presented in 1996 showed that almost one hundred unemployed construction workers were occupied in the project every day.³¹ Taking into account all designers, engineers, consultants, conservation officers, inspectors of monuments, instructors, teachers, employment officials, office staff at the construction companies, material producers and suppliers, social planners and others, three hundred people were occupied in the regional cooperation every day.

In 1993, the office building at Rydöbruk's industrial site was threatened since the fire brigade wanted to use it as a training site. Rydöbruk is the oldest industrial site in Halland and the first ironworks established in the middle of the eighteenth century. In 1897, a new paper mill was built and in its proximity a new industrial community was developed. The paper mill enterprise had a short history though, and already at the beginning of the twentieth century it was driven out of business and eventually closed in 1944.

The industrial site was one of the most historically important and best preserved industrial heritage sites in Halland and protected as such by the Act for Preserving the Natural Resources, the Act for Building and Planning, the Heritage Conservation Act, as well as the Municipal Conservation Programme for Rydöbruk. The immediate threat to burning down the buildings was settled when the Halland Model offered to conserve the site. There were some problems though; the property's latest owner went into liquidation. The municipality could not have purchased the property since the political idea among the ruling local politicians at that moment was that the municipality should not be a property owner. Further, there was no use for the buildings. There were practically no jobs in the village and therefore there were obvious problems for the inhabitants to sell their houses. The property market in Rydöbruk was as cold as ice.

After *the Halland Model*'s first steering committee refused a proposal to use the buildings as dwelling houses as well as a museum for a collection of stones, the conservation project started when a local enthusiast presented his vision to turn the industrial site into an artists' community

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Investor	Stake	Return
Labour market sector	Funding	Employment
	Training programmes	New jobs
	Contacts	Trained labour
	Knowledge	
Cultural heritage sector	Funding	Saved building
	Knowledge	Conserved building
		Craftsmanship
Construction industry	Enterprises	Trained labour
	Network	Engaged companies
	Experience	
Property owner	Building	Saved building
		Increased selling price
Locals	Interest	Local identity
Region, municipality	Funding	Regional development
		Increased attractiveness
		Cultural facilities
Artists' community	Creativity	Art
	Knowledge	
Interior design company	Funding	New jobs

with apartments and studios. During the recession the authorities had cut subsidies to artists' studios and the idea was to attract artists from Stockholm and other cities to Rydöbruk in the deep forests of Halland. To realise this, *the Halland Model* played a principal part in persuading the municipality to form a limited liability company. The company could then purchase the buildings.

The company obtained the role as a building proprietor, and with this an evident opposite party to *the Halland Model* project organsiation could be established and the conservation could start. Still there were some problems to solve. In spite of high unemployment in the region, the unemployment among construction workers in this specific part of Halland was very low. There were not enough people available to start the conservation project. However, this was solved by the Labour Market Board letting unemployed craftsmen from other municipalities participate in the training programmes and hire buses to drive them to the conservation site. This is an example of when problems were solved within *the Halland Model* on the regional level. Such a decision could never have been made on the local level since that implied that local tax money was spent in another municipality.

The conservation started with the office building, a power converter station, a fire station, a weighing-machine building, and a larger store-

house. These buildings were transformed into apartments and studios. A sawmill was conserved and used as an art gallery and restaurant. Later a working-class dwelling house was conserved which was heated with pellets and a storehouse was rebuilt as a pellet-heating station.

After conservation was concluded, altogether eight buildings had obtained new functions in the Rydöbruk Artists' Community with places for artists to live and act: nine apartments; eleven studios; one Art gallery; and one restaurant. An indoor design company thought the environment was so exciting and suited the company's image so perfectly. The historically valuable and exciting environment with artists, new ideas, and creativity was something that could be developed in their customer relations, but also for improving their marketing and branding. The company decided to move their whole production with over fifty employees to other buildings in the industrial site. Before the establishment of the company, eleven artists had already moved into the artists' community. Most of them had moved from another municipality. The increased demands for pellets lead to a new enterprise starting in the neighbourhood. All this has been of great importance since the greater part of income tax in Sweden is paid to the municipality and the region, in general approximately thirty per cent.

The conservation work implied 3,640 working days for craftsmen and sixty-seven contractors and suppliers as well as ten consultants were engaged. The craft work included timber work, carpentry, painting, bricklaying, plastering, window-making, and sheet-metal (tinplate plate) work.

The County Labour Market Board allocated SEK 5,291,248 ($\$ 570,000) excluding the cost of the training programmes. The cultural heritage sector contributed almost half: SEK 2,600,000 ($\$ 290,000); the Swedish Construction Federation SEK 157,756 ($\$ 17,000); and the Hylte municipality lent SEK 2,200,000 ($\$ 240,000). Together the conservation cost SEK 10,256,000 ($\$ 1,103,000) excluding the training programmes.

Suppose that the new functions in the conserved buildings implied that fifty people moved to the region and municipality. Suppose further that they earn SEK 20,000 (€2,150) a month, which implies a total SEK 1,000,000 (€107,500) per month. Of this amount thirty per cent will be paid in local and regional tax: SEK 300,000 (€33,000) per month and

SEK 3,600,000 (\leq 400,000) a year. Compare this with the Hylte municipality's contribution – a loan – 2,200,000 SEK.

The total turnover in *the Halland Model* between 1993 and 2002 was approximately SEK 375 million.³² Of this amount the County Labour Market Board contributed with three quarters, the property owners with fifteen per cent and the cultural heritage sector with ten per cent. Each SEK from the cultural heritage sector had, in other words, been tenfold. The cost was divided between labour thirty-seven per cent; material and sub-contractors twenty-eight per cent; machines and equipment twenty-two per cent; and project planning and administration thirteen per cent.

Before the conservation within *the Halland Model* half of the conserved buildings had no function. After completed conservation one-third was used for arts and cultural functions, one sixth as a conference centre in various sizes, and one-tenth as local meeting-places.

Conclusions and recommendations

The 1993 recession in Sweden opened up new possibilities for the conservation of historic buildings at risk. The resources from the beginning in the cases presented herein constituted an abandoned windmill in very bad condition and a closed-down industrial site. The labour market policy was in acute need of working places, especially in the construction industry. The more works these places needed and the longer time the projects were lasting, the better it was. The cultural heritage sector had a demand for preserving historic buildings at risk and needed funding for manpower as well as construction materials, project planning and scaffolding, equipment, tools, etc. In *the Halland Model* the cultural heritage sector developed a method to express their resources in a new way so it was obvious that they were labour intensive and were lasting over a long period. The County Labour Market Board had the financial resources and the cultural heritage sector had the buildings. This made them interesting for other public sectors, which was developed into the cross-sectoral cooperation.

It was of importance that the cultural heritage sector realised that their part in the cooperation was to deliver objects that could function as working places for the unemployed skilled construction workers as well as apprentices. Further, it was important to accept this new situation and play this crucial part. To do this, the cultural heritage sector had to understand the value of their resources. The value was from an historical point of view, as well as from a labour market policy, and all-embracing from a regional sustainable development point of view. When understanding this, then it was possible to enter the trading zone and to negotiate and to make compromises, and further to cooperate. This was of conclusive importance and made it possible to reach results that the cultural heritage sector alone never would be near during existing circumstances.

In *the Halland Model* almost ninety historic buildings have been conserved. At least half of them would have been demolished without the regional cross-sectoral partnership. Through the partnership the heritage sector found the financial muscles to fulfill their mission. The conservation projects were possible to be carried out with the much a higher quality of ambitions as well as performances. The conservationists were involved much earlier in the process and had more a role as building proprietors instead of mere controllers or inspectors of the monuments. That enabled the conservationists to be proactive performers in the conservation processes instead of a reactive partners.

Much of the craftsmanship did not involve exclusively traditional building techniques, but rather ordinary construction work performed with traditional and locally-produced building materials. This was of importance for it increased the attractiveness of the conservation projects for the representatives from the construction industry as well as the labour market sector. For them the work was not so obscure and it could increase the value of their apprenticeships on the construction labour market. The conservation projects did contain instances of traditional building techniques, some more than others, e.g. the conservation of the Harplinge windmill. The apprentices learned an expertise that could help them create a new niche for themselves.

The working places offered within *the Halland Model* were all meaningful in one way or another for the construction workers, the involved partners as well as society as a whole. It was work with intrinsic values and not just an occupation. The labour market policy allocated resources

in the form of funding. The cultural heritage sector offered resources in the form of buildings in need of conservation which could be expressed as meaningful work. In competition with other public actors offering work places, the possibility of expressing the meaning was of crucial value.

In times of recession, with its increased demand for the labour market sector of working places, the County Labour Market Board needed a buffer, an "object bank". Long-term planning implies negotiation of time. Here the cultural heritage sector could offer some major conservation sites which could function as working places for several years. From this perspective the conservation of the Harplinge windmill and the Rydöbruk industrial site were of considerable value for the labour market policy. They offered trainee posts for apprentices in spite of the low activity on the construction market. *The Halland Model* could offer the youth possibilities for entering the labour market. Therefore, it was important for the cultural heritage sector to express the need for conservation in terms of working days instead of only historic values.

In the cases discussed here one of the buildings became a museum run by the locals the other was turned into cultural production and run by a small company. In *the Halland Model* there have also been projects run by the public sector as well as large-scale enterprises.³³

The return on the regional investments can also be described as well-functioned regional cohesion which during the process was developed into an important instrument for regional sustainable development. Here the cultural heritage sector and conservation of historic buildings had shown their resources in the form of buildings and knowledge. Of interest in this context is that this was happening before Sweden joined the EU in 1995 and the concept of regional cohesion was promoted from the national level in a topdown perspective. Later all regions in Sweden had to start to work cross-sectorally in the process of EU's structural funds and the Regional Development Programmes.

The cases from Harplinge and Rydöbruk, as well as from Rossared and Olsztyn, show both similarities and differences.³⁴ These cases have

³³ Gustafsson and Polesie 2007

³⁴ Ibid.

been chosen since they clearly show the results from the conservation process, but several of the other Halland Model projects could illustrate approximately the same story. The return of heritage investments has been considerable to increase the value of the conserved buildings, knowledge among the performers and participants, as well as all-embracing regional sustainable development. The cultural heritage sector realised that the main role for them in cooperation with the labour market sector was to deliver objects that could function as working places over a long time. The cultural heritage sector was used to negotiate with other sectors' values when it came to the development of properties, architectural values, etc. When entering the trading zone within *the Halland Model* the cultural heritage sector had to learn how to trade with these sectors' values, then it was obvious that they had a certain advantageous position since they provided the 'object bank' and the labour market sector needed meaningful working places lasting over a long period.

It was obvious that the cultural heritage sector had to rethink and develop a new strategy with new methodology to be able to trade with other parts at the regional level. The cooperating partners had other valuations and dealt with other values. It was of decisive importance to understand the other sectors' valuation to be able to negotiate with them. The sector's mission or values can never be lost in negotiation.

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Return on Heritage Investments Conservation of Rossared Manor House Measurable Economic Results

Christer Gustafsson and Thomas Polesie

The Halland Model started in 1993, as a regional cooperation project between the cultural heritage bodies and the labour market sector, jointly with the private construction industry, during the worst recession in Sweden for decades. The author was initiating founder of the Halland Model and member of its steering committee.

In Halland situated in the Swedish west coast area, massive unemployment was especially affecting the construction industry. The model for political action from the side of Swedish government in periods of recession, all since WW2 in general has been to increase funding for ventures in labour market policy such as relief work, training programmes, and subsidies. In Halland, the historic environment sector at the beginning of the 1990s was understanding that this situation opened for an opportunity to formulate a pressure for change. The Regional Museums of Halland prepared an initiative and presented a list of historic buildings at risk, that were suitable for labour market policy measures.¹

The idea of *the Halland Model* at that time was to train construction workers in traditional building techniques by practising such skills on historic buildings at risk. The cross-sectoral network was composed jointly by County Labour Market Board,² County Administrative Board, Regional Museums of Halland and Halland Vocational Committee of the Con-

¹ Gustafsson 1992

² Region Halland and County Halland have the same geographical borders. 'County' is in this paper used for the administrative body in Halland representing national Government of Sweden. Similarly 'region' is used for the regional parliament's administration but also the geographical territory.

struction Industry.3 The motto of the Halland Model, was to:

- save the jobs,
- save the craftsmanship, and
- save the buildings.

After a while a fourth motto was added:

• to find activities or businesses for improved premises, contributing to regional sustainable development.

A decade later almost 90 historic buildings had been saved and conserved within *the Halland Model*.⁴ Almost one third (1,100) of the region's 3,600 construction workers had been employed in the conservation projects and were trained in traditional building techniques. In the businesses that took place in the conserved buildings 235 new jobs had been created.

Aims and objectives

The objective of this paper is to describe one of *the Halland Model* conservation projects and to evaluate its impact on job creation, establishment of new functions, estate economy and as a knowledge conveyor. The paper presents various investors' contributions and their returns. Another aspect to be discussed in this context is the estimated impact of conservation measures on values of built cultural heritage. This analysis starts describing the selection of conservation objects and the problems of preservation initially faced, relating to the Rossared Manor and the villa at ulici Metalowa (Metal Street) at Olsztyn town (northeast Poland) that were chosen

The Swedish Construction Industry Training Board (Byggnadsindustrins Yrkesnämnd, BYN) is organised jointly by the Swedish Construction Federation (Sveriges Bygg-industrier, BI) and the Swedish Building Workers' Union (Svenska Byggnads-arbetareförbundet). BI represents the interests of the construction industry in Sweden, being the trade and employers' association of the private construction companies. The Swedish Building Workers' Union is the trade union organisation for all construction workers. Annual agreements are settled to prepare the contents in training programmes for construction workers. A three-year upper secondary school programme is followed by a period of almost three years of apprenticeship before the apprentices become skilled workers and fully paid. BI represents the interests of the construction industry in Sweden, being the trade and employers' association of the private construction companies. The Swedish Building Workers' Union is the trade union organisation for all construction workers.

as cases for this paper, since they provide conspicuous returns on heritage investments, and have shown clearly measurable results among *the Halland Model* conservation projects. However, conservation and preservation cannot be seen as processes where something has been taken out from economic realities. The decision to preserve and conserve a historic building is a complex process based on economic, cultural, historic and political aspects. The process leading to a decision may be described as a successfully concluded articulation of meanings and values.

The focus of this analysis is discussions of preserving the Rossared Manor house and the villa at Olsztyn, with their actual qualities and intended new functions, the investment return in building conservation projects and further the difference between existing resources before starting actual conservation processes, and after their conclusion, with new functions of the buildings. These kinds of resources are constituted by the buildings, the financial means, and the professionals of labour market and historic environment sectors together with construction industry including their knowledge and strategies as well as their organisations. The results of this kind of processes can therefore be observed in increasing value of existing buildings and new knowledge acquired among the participants.

Further, it is of vital importance to study adjustments between the interests of various groups, and to describe decisive choices and factors that made conservation possible to accomplish. On the agenda of the historic environment sector in the process of *the Halland Model* a first priority was to protect the buildings from demolition, next to conserve them with as high an ambition as possible, and ultimately to increase the skilfulness in traditional building techniques among construction workers. For the County Labour Market Board it was important promptly to stop increasing unemployment, but also to create new niches for construction workers in the labour market.

Even if the value concept has a core position in this paper, that does not imply pretending to establish an all-embracing framework. The focus rather concerns identifying the value of cultural heritage, to stipulate place and to establish function for the return on investments in conservation. The Rossared Manor was found in a given location in the region as

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Even if the value concept has a core position in this paper, that does not imply pretending to establish an all-embracing framework. The focus rather concerns identifying the value of cultural heritage, to stipulate place and to establish function for the return on investments in conservation. The Rossared Manor was found in a given location in the region and its cultural landscape, in its actual condition. Conservation officers prepared a preliminary conservation study that was presented to the cooperating partners, representing other interests. This paper is investigating and discussing how the aims of conservation developed together with the other interests during the procedure of the feasibility study.

To claim funding for projects from the labour market sector projects, the historic environment sector had to find a way to express its needs and objectives so that they as well as their resources were understood by decision-makers within the County Labour Market Board. This development of establishing a productive working climate is described in the paper. The cooperating partners were able to communicate and to establish common agreements based on the descriptions of aims for *the Halland Model* to interpret essential notions and concepts as well as to understand each participant's specific field of responsibility.

Problem formulation

The overall issue in any conservation project is whether to intervene with full responsibility or just to leave the object of concern in its actual state.⁵ Before making investments in conservation of any historic building, the first issue to deal with is the question whether to demolish it and to erect something else or to conserve the actual structure. Such values might be elucidated by means of calculation. This paper discusses and presents values from such a calculation of a set of selected conservation projects in Sweden and Poland.

In such comprehensive consortia as within *the Halland Model*, several performers generally are driven by various and different agendas, objectives and strategies. The historic environment sector and the labour market sector represent different background political priorities and have different objectives and missions. These sectors however, also have different traditions and cultures and use different professional languages and have completely different kinds of resources available for fulfilling their missions. This paper elucidates the different roles of various involved perform-

For a recent discussion concerning keeping, changing or destroying a historic resource, see e.g. Muñoz Viñas 2005 pp. 14-.

ers and participants in *the Halland Model*, and the composition of their resources, what risks they took, and the resulting returns on their various investments. All members of the steering committee had made the agreement, that if public society financially contributed with such resources to *the Halland Model* conservation projects, the return to the public should be equivalent. This paper describes implications from principles into practice, as well as discussions and negotiations in the trade between various interests.

Being able to achieve targets agreed upon in the steering committee, a common language had to be developed. All team members of the comprehensive Halland Model consortium would have to understand and agree, that historic buildings at risk are potential conservation objects, and as such they are conveyors of intended and desirable meanings. In this new situation it is of interest to study how the way of communication affected the results. This paper also examines what stakeholders that took the initiative to act during different phases of the conservation projects. The paper also presents considerations on the impact of this approach in relation with the quality of the conservation results.

Political judgement and trading zone

The integrated conservation processes applied in *the Halland Model* implied that groups of professionals and citizens were affected in various ways. It also resulted in a flexible and transparent attitude among its participants, as well as in the choice of methods of operations that were used.⁶ Of decisive importance was the involvement of participants in finding common objectives for collaboration, and how to communicate together, but also with politicians and other kinds of decision makers. In *the Halland Model* a large number of actors entered the conservation arena, representing various types of power structures (e.g., County Administrative Board, County Labour Market Board, and various municipal administrative bodies), commerce and trades (e.g., Swedish Constructors' Federation, and the Swedish Building Workers' Union), and knowledge-oriented mechanisms (museums and universities), as well as citizens and

their NGOs (e.g. local folklore associations).

In *the Halland Model*, each of the various cooperating public sectors had their own planning instruments, differing political perspectives and priorities. The planning instruments of these various sectors were joined in a "trading zone", or "feasibility study" as it was called, in a process where it was of great importance that the conservationists were able to make themselves understood. These kinds of meanings might be described as desirable, social, private or scholarly meanings. Conservation projects are often "experts-only" zones, but *the Halland Model*, with its broad approach, implied that it was possible to invite representatives from other public sectors to joint cooperation, resulting in what Muñoz Viñas calls conservation "affected-people zones".⁷

The decisions made within *the Halland Model* can be compared to what Sverker Sörlin regards as a trading zone where different actors present their values and goods to achieve them in various goals.8 The trading zone is a manifold commercial, scientific and political marketplace where various traditions, methods and languages, related to the actual stake-holders involved, have to be understood and combined. The trade within the Halland Model can be regarded at least at two levels. First, there were strategic decisions made within the cross-sectoral network's steering committee at the regional level, and furthermore, there were decisions made within each individual conservation project. The steering committee decided on selection of conservation objects and gave priority to realisations. The decisions were based on the need for ventures regarding labour market policy aspects, such as where within the region unemployment struck hardest at the moment; what categories of labour force that were most exposed, and when the measures prepared might be realised. The decisions also were based on what kinds of craftsmanship or other skills that required support. These requirements then were adapted to a historic building at risk of demolition. Further, the functions of the conserved building - including its improved premises - were decided together with the other cooperating bodies.

⁷ Muñoz Viñas 2005

⁸ Sörlin 2001, pp. 47-60

Depending on a considerable amount of buildings, in combination with many training programmes and people that were handled in the decision-making process, the trading zone needed to be elastic. The keywords used for this process were flexibility and transparency. The partners in the Halland Model could be confident depending on that they knew that if a project under discussion in this process, did not suit their demands, then anticipated objects in the "pipe-line" possibly would be "theirs". If, for instance, a building of less historic value was needed to be conserved in a part of the region with high unemployment, or if it needed to be repainted, then it could be prioritised instead of a listed building of a higher grade, however located in a part of the region with less unemployment, and therefore was conserved in return. The members of the steering committee acted sincerely and the conservation budgets, as well as the project planning, were adapted according to constraints from regulation of the other sectors. For the negotiating process, it was understood, that the County Labour Market Board's resources for investments consisted of financial resources, training programmes and unemployed people. The resources of the historic environment sector had buildings in need of maintenance and conservation as its contributing assets and required work was labour-intensive, and the buildings had historic values. Altogether this was a win-win-situation for the participants.

Resource-based economic studies

The empirical material of this paper consists mainly of the author's observations during the conservation process, the various written reports on the Halland Model from the management process, and technical conservation reports from the planning process. The completed conservation of the historic buildings and their new functions is here analysed with accumulated experience, of relevance has been added a decade later. In this analysis methods developed for purposes of conservation, sustainable development, and estate-management have been used.

Nowadays, there are several surveys compiled presenting ways to calculate the economic impact of conservation projects. Randall Mason has outlined the significance and scope of value-centred conservation theories, and according to him, the two main points are that buildings have a number of different kinds of value, and reckoning with a broader range of values will result in better conservation decisions and outcome. Beside the historic characteristics or qualities of buildings, there are numbers of contemporary values, including economic, social and environmental values. In economic impact studies the total contribution of conservation to the economy is calculated, and contingent valuations, e.g "willingness-to-pay" studies, and other stated-preference methods address non-use values of conservation.

This paper is referring to resource-based economic methods where calculations are based upon the resources, to understand economic dimensions of conservation. This includes both qualitative and quantitative methods that are used in combination. The prerequisite of conservation projects is the existing historic buildings with their surroundings, financial resources, as well as performers with their available knowledge, strategies and organisations. In this case, calculation will not estimate values expressed in monetary terms. With reference to the estate of concern, its location determines its general value, and in this context a building certainly is impossible to move. All historic buildings - with a few exceptions - are objects for alterations, especially concerning function. A new function affects the value and therefore it is of interest in the calculation to take possible future needs into account. Time spent on conservation work is in the calculation understood to be the contractors' and construction workers' investments in the conservation projects.

The interaction between involved performers and increased knowledge among the participants are subject matters to be documented. New knowledge and skills achieved by participants in the training programmes and also through experience from their apprenticeship periods are regarded as resources contributing to higher quality of conservation in the actually conserved building.

Resource-based economic study is a method developed at School of Business, Economics and Law at University of Gothenburg to investigate

urban development in a broad perspective, focused on economic impact.¹¹ Return on investments consists of results, increase in value, and dividend. In various research projects, inquiries have investigated how infrastructure has developed in various businesses such as real-estate business, energy supply, transport, and financing companies. The results have been linked to historic and geographic perspectives. The basic theme of these studies is how owners differently create increased values in their estates, and how they deal with existing buildings and construction of new buildings.

In the municipality of Mölndal, in Göteborg region, this group of researchers has investigated a specific case of the decision-making process, the realisation, the economy and housing (the results of what was coming into being of the housing area of Eklanda). Cooperation between various actors and economic impact for the municipality has been closely investigated. The same method was used to make calculations for the purchase of a major bank as well as an electricity company. Karin Nordsten and Ulrika Olsson have investigated an industrial site and used historic and experience-based values that were compared with future potential economic value, when discussing the industrial site's operation after conservation measures had been completed.

Depending on EU regulations and international accounting standards, several real-estate companies nowadays are accounting for investment property values in their balance sheets as real value instead of purchase value.¹⁵ The positivistic idea that the purchase value is "objective", and that this would be possible to verify, has been abandoned. When estimating the value to the market value, relevance has become more important than verification.

The Halland Model – a cross-sectoral and multi problem-oriented network

The majority of the almost ninety historic buildings that were conserved within *the Halland Model* had a significant historic value and were pro-

¹¹ E.g. Polesie 1995; Berglund and Blume 1999; Johansson et al. 2002

¹² Johansson et al. 2002

¹³ Berglund and Blume 1999; Spens 2005

¹⁴ Nordsten och Olsson 1995

¹⁵ Bengtsson 2006

tected by means of various legislations. The selection of conservation objects was based on the planning documents of the historic environment sector - together with wishes and needs of the cooperating bodies. ¹⁶ Most of these buildings were threatened by demolition. The selection was based on available resources, values and needs of the participating sectors, as well as possible opportunities in the region. Further, the decisions were rested upon locations and points of time with greatest demands for labour market policy initiatives, what kinds of skills that were available among the construction workers on the building market, and what kinds of buildings and functions that was required for regional needs (e.g. ventures in tourism, culture, or the arts).

The functional views opened up the interpretation from the side of the conservationists, not limiting themselves only to artistic or historic dimensions of historic buildings. In value-driven conservation - as within *the Halland Model* - decision-making is based on analysis of the values possessed by the actual buildings, related to different groups of sectors, but also to the resources allocated to the projects.¹⁷ These resources consist of the buildings, the funding made available, and the actors' strategies and organisations. The result of the conservation projects, or the return on the investments, implied that consensus had to be reached within the conservation team.

The Halland Model was organised so that specific meanings and needs were prioritised – such as cultural and local identity, cultural history, employment, training needs and the overall importance of sustainable development. These meanings were discussed and negotiated within the consortium during the feasibility studies of each conservation project, where key words for the success of conservation projects, as well as cross-sector and multi-problem-oriented approaches were formulated as "flexibility among stake holders, trust for the partners, and transparent methods". 18

One example of these types of buildings was the Grimeton Radio Transmitter Station, which after conservation was completed within the

¹⁶ Gustafsson 2003

¹⁷ Muñoz Viñas 2005, pp. 178-179; Gustafsson and Rosvall 2007

¹⁸ Gustafsson and Rosvall 2008a

Halland Model, it was inscribed in UNESCO's World Heritage List. ¹⁹ The estate owner was the former state-owned telecom monopoly company Telia, which after reorganisation of the company had accepted a new business plan implying that all buildings owned by the company were supposed to bring in a profit. A minor group within Telia wanted to preserve the antenna with its six towers at Grimeton. The historic technology with long-wave transmitters had not anymore a commercial value and the site therefore only was to be regarded as a museum. The site was first protected by the National Act for Cultural Heritage and later by UNESCO's World Heritage List. The site has partly the same function as before conservation, but the station building now is open to the public.

Tjolöholm Manor was protected by the National Act for Culture Heritage. Since maintenance had been neglected for a long period, the main building at this estate was heavily affected by fungus and dry-rot. Conservation of the building was regarded as too expensive for the estate owner, and demolition was considered as the only relevant solution, for the long-term planning. After the conservation project within the Halland Model, the site was saved and is now a conference centre.

The public open bath house in Varberg township was protected as a Cultural Heritage National Interest. This complex had lost its splendid early twentieth century characteristics after being repaired and changed several times. The structure of this building was in a poor technical condition, and a proposal to be demolished was the predominant opinion for decision-makers about its future, especially among leading local politicians. This bath house however became conserved within the Halland Model, and as a result received an award as best conservation project in Sweden for 1998. Its original function hereby continues, and after conservation was completed it has received an increased number of visitors.

Save the craftsmanship

The motto of the Halland Model was to *save craftsmanship*, *jobs*, *and buildings*, and to find new activities to take place in the conserved buildings and their improved premises. In the first category of these three, conserva-

tion projects are to be found that have had the greatest impact for passing on traditional construction techniques and to develop craftsmanship. In the case of Harplinge village comprehensive conservation measures were carried out on a windmill conservation project.²⁰ This is an important representative of the peak-era of the technically most sophisticated windmills in Sweden. Originally, it required a great number of advanced measures of craftsmanship. Another conservation project within the Halland Model based on advanced original craftsmanship is the Tjolöholm Manor House, which required the highest quality in conservation skills as well as in the management of project designing, planning and team work.

Job creation

The County Labour Market Board was the major financing partner of the Halland Model, and therefore labour market policy aspects was a top priority for various decisions made within the joint venture. The Spenshult Hospital was conserved as a result of a massive joint-venture action aimed at rescuing the hospital and hundreds of jobs in the Halland region. The Halland Model played an important role in taking the first initiative to this broad cooperation. After having conserved a couple of its buildings, the hospital management decided to stay within Halland and the site therefore further developed into a significant research centre for rheumatism. In the same period, the *Kuggavik summer camp* in the northern part of the region operated as a conference centre for the Temperance movement. It was under threat of closure since its board of directors planned to move the activities of this facility to another region. The Halland Model conserved the buildings and the conference centre, leading to job opportunities remaining in Halland as well as establishing an important training-course for youngsters' abuse of drugs, tobacco and alcohol.

New activities in the improved premises

Most of the conserved buildings referred to in this study, have gained a new function after completed conservation.²¹ The activities in the im/

²⁰ Gustafsson and Polesie 2007

²¹ Gustafsson 2003

proved premises became increasingly important for the selection of conservation projects within the Halland Model. The closed-down industrial site at Rydöbruk – as an example – was turned into "the Artists' Village" with studios, an art gallery, a restaurant, and apartments. Further, the farm Lilla Böslid close to Halmstad was organised as a new centre for the Rural Economy and Agricultural Society in Halland with a research and training centre for ecological cultivation.²² At Laholm municipality the theatre was reopened after completed conservation, and later a fire brigade station was turned a museum of graphic art.

The Rossared Manor



The Rossared Manor. Photo Christer Gustafsson

The history of Rossared Manor Farm goes back to the Middle Ages. The present manor house was built in 1919 as an extension to the existing timber framework structure, with an addition of two and a half storeys.

²² The Rural Economy and Agricultural Society (Hushållningssällskapet) is an independent members' organisation (NGO), dedicated to enhancing an enterprising spirit in rural areas and promoting a healthy environment in the country-side as well as in the towns. The very first Swedish agricultural society was formed in Gotland 1791, and since 1850 there are agricultural societies organised in every county. They were the very first agricultural organisations in Sweden, thus they been involved in most issues relating to rural development in the country.

The building proprietor was a ship owner from Göteborg, Lars Göran Dalman, and the architect was Arvid Bierke.²³ The farmyard consisted of the manor house with two wings, another two separate wings (a stable and a cowshed), and a number of workers' dwellings. The stable was burnt down in 1991, and all of the buildings were in great need of maintenance.

Cultural heritage legislation

In 1986, two new acts were adopted in Sweden of great importance for the protection of cultural heritage: the Act for Preserving the Natural Resources and the Act for Building and Planning. ²⁴ A legislative innovation was the formal possibility to protect entire environments of historic value, and not only isolated monuments. The Rossared Manor Farm before the Halland Model interventions was well protected by the Act for Preserving the Natural Resources by three separate reasons: as a national interest for nature conservation; for the mobile outdoor life; as well as for the cultural heritage. Further, the manor house, together with its wings, was protected by local planning regulations, while the surrounding cultural landscape was protected by the act for nature conservation. After a decision by the municipal council, also the environment was protected by the conservation programme of Kungsbacka municipality. The legal protection of Rossared was - in other words - very strong.

During the 1980s the interest for golf rapidly increased in Sweden and several new clubs were established. One idea that was suggested was to lay out a golf course on the Rossared estate. The manor building was planned to become the club house. The property owner, the Rural Economy and Agricultural Society, and the golf club agreed that the latter was to be responsible for maintenance.²⁵ Simultaneously, there were lots of protests against the plans from the locals as well as from the heritage and nature conservation sectors. This was the first juncture when the new legislation was put to the test. In the Halland County it became apparent that legis-

²³ The architect Arvid Bierke (1880 - 1952) designed several buildings in Göteborg, e.g. Götaplatsen with the City art gallery, theatre, and consert hall.

²⁴ Sweden has one of the oldest legislations for heritage protection in the world, the first act dates back to 1666

²⁵ The Rural Economy and Agricultural Society had been the owner of the property since the 1940s.

lation was not as strong as it was supposed to be. The result was that the plans came to a standstill and the manor therefore was not used from the 1980s on, nor was it maintained.

Meanwhile, the Rural Economy and Agricultural Society had made considerable investments in a new milking establishment, at a distance of a couple of hundred metres from the manor house. The purpose of the society in retaining the ownership of Rossared mainly was to develop the milking production. For that reason it became not obvious that there was no need the manor house.

In 1993, Sweden was found to be in the worst recession for decades. Unemployment, especially among construction workers, was considerable and constantly increasing. In Sweden the Labour Market Board had the capacity to offer relief work or training programmes for unemployed workers. Otherwise these unemployed workers were obliged to use allowances from the unemployment benefit fund. Since there was a lack of temporary employments within the construction industry, there was a risk that individual unemployed construction workers' periods of unemployment benefits were about to expire. Therefore, it was important for the County Labour Market Board to set up projects where unemployed construction workers could be offered temporary employments, and apprentices could get trainee jobs. The aim and the ambitions of the Vocational Committee of the Construction Industry was to create opportunities for apprentices to be offered their initial job and then to establish themselves in the labour market.

Preparation for conservation

In 1992, a survey of historic buildings at risk was compiled by the Regional Museums of Halland, in which Rossared Manor was evaluated as an interesting complex to be preserved. An inspection of the condition of the manor house was carried out in 1992, showing that the building suffered from subsidence and that the façades had big cracks in the plaster. It also showed damage due to damp on the ceiling of the garrets. Some roofing tiles were in disorder and rain gutters and drainpipes were in need

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of cleaning from waste and to be adjusted and repaired.²⁷ A survey from the year after showed that the artificial mound that the manor was erected upon, was constructed in terraces with retaining stone walls. In some positions these walls had fallen down. The subsidence was visible both from outside of the building as well as from the inside. Practically all the plaster was damaged. The damage due to damp had increased and some spots had begun to rot.²⁸

The problem for the historic environment sector was that the new legislation was not sufficiently strong to protect the estate, and the historic environment sector did not have enough financial resources. In the early 1990s, the historic environment sector's budget for conservation of historic buildings in Halland was only ϵ 7,000. After a decision at national level, the budget was increased to ϵ 40,000, but still this was not enough for proper building conservation. Therefore, the very first objective from the historic environment sector was to protect the manor from demolition, and to preserve it.

The Conservation process

The Halland Model and the County Labour Market Board solved the problem. In October 1993 the general outlines for the conservation project of Rossared Manor house were laid down. The conservation project was initiated after an agreement on financing principles between the Halland Model and the Agricultural society. At first project team meeting, the conservation project had already started and the scaffoldings were erected. The heavy commitment from the Halland Model implied that the level of ambition for conservation had increased. The established objective was to use traditional methods and construction materials. The valuable historic parts of the interior, such as wallpaper, furniture, and the tiled stove were to be conserved.

The original plaster with its vertical reinforcements was replaced with plaster according to the serponit-method.²⁹ The deviation from the con-

²⁷ Reit 1998

²⁸ Ibid.

²⁹ Ibid. Here a flagstone was covered with net and then plastered with three layers of hydraulic lime. The two outermost layers were sprayed and finally the surface layer was coated with trowels.

servation idea of only using original materials and building techniques was decided since from a conservation point of view the use of lime plaster was the most important and that the serponit-method was in general use in the construction market. It could be of more value for the construction workers involved in the training programmes to learn this method, and consequently to become more attractive and competitive on the rapidly demising labour market.

The surveys needed for the quantified and quality aspects were started in 1993. Various consultants and conservation officers made up operational instructions including colour schemes, and exterior building works including plastering.³⁰ The conservation work became much more comprehensive than originally intended. In 1994, when the conservation work had already begun, the extent of the damages became increasingly visible. Floor joists, sills, and other timbers were considerably damaged by rot and formation of mildew. When the roofing tiles were removed it was discovered that the roof structure in some parts was completely rotten. The timber framework was also in a much worse condition than assumed from the beginning. After the roof, facades and ground stones had been removed it became evident that the sills together with huge parts of the logs in the timber framework had completely putrefied. All this was removed and repaired with new timbers.³¹

Over 140 individual construction workers in total were employed during periods of various lengths in the conservation project. Of these sixty were apprentices who were trained by *the Halland Model* in traditional building techniques.³² In the conservation project the following crafts were operating: selective demolition and recycling of used building materials; bricklaying and plastering; stucco work; masonry; timber construction; zinc, lead and galvanized sheet-metal work; restoration of windows; carpentry; reconstruction of interior fixtures; traditional painting, marbling, painting from a stencil; tiling; stone work; and cabinetmaking.

The objective of the interior conservation was to restore the building to its original state but at the same time to carefully readapt the upper

³⁰ Ibid.

³¹ Ibid.

³² Gustafsson 2003

floor and the attic level into guest rooms with toilets and bathroom facilities. The kitchen was carefully rebuilt to become a rational institutional kitchen. Several installations were made in the basement for air ventilation, a sewage system, and electrical cable wiring.

Volvo's purchase of Rossared

When the conservation almost was finished, it was announced that the property owner The Rural Economy and Agricultural Societies had sold the estate to the automobile corporation Volvo. The intention of Volvo with this purchase, was to use Rossared as an international conference centre. *The Halland Model* had invested almost €2 million in the conservation project and the price paid by Volvo was more than twice higher, €4 million.

During this period it was made known that the Rural Economy and Agricultural Society had almost gone bankrupt, caused by its share of the costs for conservation. Its contribution had been almost €500,000³³. In the contract between the property owner and the County Labour Market Board it was agreed that if the property was sold within a limited time after con-servation was completed, a specific amount of the subsidy would be paid back. Eventually, these funds were used to finance other conservation projects within *the Halland Model*.

With Volvo as the owner, the Rossared Manor obtained a strong estate owner, implying that there were financial possibilities for conserving also the other historic buildings on the estate. Also the earlier burnt stable was reconstructed and the business was developed into an international conference centre. It happened, that it was just at Rossared that the decision was made by the executive Board of Directors of Ford group, to start production of the Volvo new "flagship" XC90.

The Halland Model - Return of investments

Between 1993 and 2003 approximately ninety historic buildings have been conserved within the Halland Model.³⁴ The County Labour Market

³³ Gustafsson 2003, p. 77

³⁴ Gustafsson 2003

Board provided financial resources as well as useful contacts with political leaders and significant decision makers, knowledge about how to turn the public budgets to the best possible account, as well as to find jobs for unemployed people. The labour market policy was in acute need of work places. The restrictions posed that the public-funded ventures were not allowed to drive existing construction companies out of the market, or to generate push-aside-effects. In parallel, the general idea of the Halland Model was to increase the volume of building schemes in Halland. The historic environment sector therefore provided buildings in need of conservation or comprehensive maintenance. Common for them was their historic values, but also that the measures involved were labour intensive. Since all these potential working places required the conservation of historic buildings, the Labour Market Board found that the historic environment sector was as attractive to cooperate with, as with the six municipalities (that needed to repair school buildings and kindergartens), and the County Council (that needed to build a new hospital at Halmstad). From a labour market policy point of view the great amount of small conservation projects required in total, a couple of hundred construction workers whereas the construction of the hospital only required about fifty. The decision procedure in the local decision-making bodies had a long takeoff process, which meant that the repair work could start at the earliest one year later. The circumstances on the labour market however needed immediate measures. The risks posed by these circumstances were readily understood from the side of the historic environment sector in general, implied that this obligatory labour from the employment office to the conservation project would end up in less devotion among the craftsmen resulting in poor quality in the conservation work.

Beside that all the construction workers involved became trained in traditional building techniques, *the Halland Model* also had a significant impact on private enterprising between 1998 and 2002, when over 1,300 contractors and suppliers were hired. For most of them the conservation project was regarded as "business as usual", i.e. they were not familiar with the specific circumstances under which the Halland Model was operating. During the recession period this was very important, though it implied that these companies did not have to give employees notice, but

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instead they were enabled to keep their staff, to increase their competence. These companies increased their competitiveness on a new market – the conservation industry.

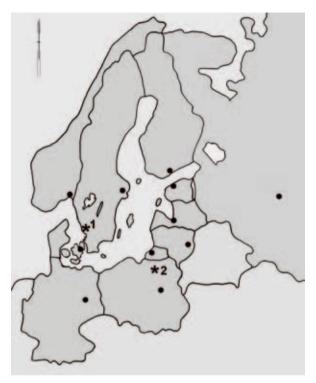
Investor	Stake	Return
Labour market sector	Funding	Preserved employments
	Training programmes	New jobs
	Contacts	Trained labour force
	Knowledge	Fundings in return
Historic environment sector	Funding	Saved building
	Knowledge	Conserved building
		Craftsmanship
Construction industry	Enterprises	Trained labour force
	Network	Engaged companies
	Experience	
Property owner	Building	Saved building
	Funding	Increased selling price
		Investments in other objects
Purchaser	Purchase sum	International conference centre
	Investments in conservation and	Additional conserved buildings
	maintenance	
Region level of society in	-	Regional development
general		Increased commerce
		Increased attractiveness

Table 1. Return on heritage investments for various investors.

The increased demand from the Halland Model for traditionally-produced building materials also had spill-over effects on the regular market, which implied that owners of historic buildings gained an increased supply of, for example, adequate windows. Approximately 235 new jobs were created in the activities that took place in the conserved buildings, for example an interior design company with approximately fifty employees moved to Rydöbruk thanks to the conservation project. The County Labour Market was the biggest financier of the Halland Model and allocated approximately \in 40 million. The property owners contributed with \in 6.5 million and the historic environment sector with \in 4.5 million.

Altogether there were 8,580 working days carried out by 138 construction workers in the conservation of Rossared Manor.³⁵ After conservation was completed Volvo employed three people to run the international conference centre, and an additional twenty-five people were employed part-time.





Baltic Sea Region. 1 Halland 2 Olsztyn

The villa at ulici Metalowa (Metal Street) at Olsztyn (northeast Poland) was conserved within the project Halland Model at Olsztyn.³⁶ It was a pilot project, financed by the Swedish Government, aimed at exchange knowledge of and experience concerning issues such as training, cultural heritage, labour market policies, building craftsmanship, planning and building issues, as well as between the parties on the labour market. Further, the aim was to investigate the possibilities of transfer of the Halland Model to other countries.

Since 1970s, the regional museum at Olsztyn had searched for new

premises for the department of history of nature.³⁷ There were however no funds available for conservation purposes. During the 1990s project plans were prepared for rebuilding the villa, implying heavy measures, e.g. to replace the existing system of beams of wood with concrete and to demolish the staircase.

Within the Halland Model at Olsztyn similar groups of interest were represented in the project, as was the case in Sweden. New project plans were developed, aiming at conservation of the building. The purpose was that the museum would develop their activities into a regional ecological centre. The villa finally was conserved and 128 construction workers were trained in traditional building techniques.³⁸ The total cost for conservation of the villa was €1.2 million, of which approximately €500,000 was the property price.³⁹

Conclusions and recommendations

The conservation of the Rossared Manor was developed in three major stages. First, it was stated as a struggle just for survival of the building. Later, it was made clear that the funding available made it possible to conserve the manor house with highest conservation ambitions, and eventually, the takeover by Volvo implied that the rest of the buildings on the manor farm could be conserved. The case at Olsztyn had a similar development, but instead of an international centre organised by a car manufacturer, there was a Museum for history of Nature, combined with a Centre for Ecology.

The Rossared Manor was the first major and entire conservation project within the Halland Model joint venture scheme. It was also the first conservation project in Halland run by the public sector, and with highest ambitions concerning use of historic materials and traditional building techniques. This implied that the management skills for the conservation site had to be considerably developed.

Conservation of the Rossared Manor house was started before the project planning was finished. This implied a great challenge for all in-

³⁷ Ibid., pp. 50-51

³⁸ Ibid., p. 78

³⁹ Ibid., p. 64

volved. The historic environment sector understood, that this was an opportunity to protect the manor house threatened by demolition. The County Labour Market Board regarded the project as an important solution for their problems on the labour market, and with termination of construction workers' periods of unemployment benefits. For the Vocational Committee of the Construction Industry it was an opportunity to train apprentices. The motto for the Halland Model, was to:

- save the jobs
- save the craftsmanship
- save the buildings.

The cross-sectoral network of the Halland Model made it possible to conserve the Rossared Manor House with much higher ambitions than was customary at the time being, and as initially planned. There was no public, nor private funding available for conservation measures before the appearance of the Halland Model. For the historic environment sector the primary aim was just to preserve the building and to protect it from demolition. From a cultural heritage point of view it was an important step to regenerate the traditional building techniques and to hand them on for the future. This issue will be further described in a separate paper, analysing the case of Harplinge windmill.

In such broad cooperation, as in the Halland Model, with so many participants, it is important that all involved consider themselves to be visible and important in the process, but also that they can see results and to establish a firm involvement with the project. In the trading zone an exchange occurred, and a common language of communication across the borders was developed between different disciplines and practices. Here conservation was understood as a process of articulation. For this reason it was of decisive importance that participants in a conservation project were able to find jointly accepted objectives and a common language.

Conservation of Rossared Manor house implied a new function for the building as well as for the whole manor. For security reasons the international centre was closed to public access. That meant a negative public impact of Volvo's purchase of the estate. In return such a financially strong owner had resources to conserve the rest of the buildings at the manor

farm as well as to rebuild the stable, completely burnt-down. Further, the Rural Economy and Agricultural Society was saved from bankruptcy. Parts of the sum obtained from the sale had to be paid back to the Labour Market Board. This money was later reused in other Halland Model conservation projects. Other parts of the sum were invested in a farm which was conserved within the Halland Model, and eventually became an ecology centre for the region's farmers.

The cooperation carried out with different conservation objects can be described in different ways, depending on observation angle and background of the observer. For example, the cooperation can be regarded as a cross-sectoral network aiming at conservation, cultural heritage, labour market, training, sustainable development, regional growth, environment, and tourism. Conservation of the villa at Olsztyn might be called the first "Baltic project", since it was a cooperation project between two regions in the Baltic Sea Area and this cooperation brought its participants close to one another. Furthermore, it can be regarded as a "labour market project" since it provided job opportunities to unemployed construction workers, and also a "conservation project" since a historic building was saved and conserved, and further as a "training project" since construction workers were trained in traditional building techniques, and also an "ecological project" since the use of the villa after completed conservation was aimed at education in ecology.

Sustainable development is defined as a process which is sustainable with economic, social and environmental circumstances. The Rossared case is based on sustainable preservation, as well as sustainable conservation. It was economic since it provided an obvious return on the investment which moreover contributed the regional growth. Concerning social aspects, the conservation project increased regional cohesion, developed cross-sectoral networks and a multi-problem-oriented approach, strengthened local identity and created jobs. Finally, the project was sustainable from environmental aspects since the conservation hands used environmentally-friendly materials, and were used on existing resources, instead of demolishing the buildings.

It was possible to conserve Rossared Manor house with its current project planning and to enhance conservation ambitions in the conserva-

tion process. The economic value of the manor had increased, which was illustrated by the purchase of Volvo. Historic construction materials were in the 1990s a commodity generally in short supply; further there was an absence of craftsmen skilled in traditional building techniques as well. For Rossared, it was important to conserve the manor house with adequate materials and methods, corresponding to its splendid location and its actual history. In this respect, conservation officers play a crucial role and it is decisive for the quality of conservation works if they can be an active part also of the planning of the use of the building after completed conservation.

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System wide cultural district and the Halland Model: policy design for regional development

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Introduction

In recent years, new policy approaches has been applied for improvement of economic systems. In several cases this intervention has been targeting

at the cultural sector, directly or indirectly. In the post industrial scenario, characterized by an increasing of intangible components in products' overall value added, culture is assuming a much more complex and articulate role than merely being one possible entertainment option. It is becoming a social coordination platform for innovation, cohesion, and networking at both the local and the global levels. In this new perspective, culture serves both as a direct intangible input to value added generation, and as a powerful leverage for the enhancement of other kinds of intangible assets of strategic value such as human and social capital. These new roles entail more and more ubiquitous presence of culture in processes of horizontal integration, i.e. of creative mingling of seemingly heterogeneous and diverse productive and social activities that constitute the turf of those radical innovation processes driving today's competitiveness game at the global level.

As culture acquires this substantially more complex and far reaching role within local economies, we witness a consequential evolution of spatial patterns of localization and organization of cultural activities, that interact much more directly and substantially with productive processes occurring in other sectors and with social activities pertaining to areas other than mere entertainment. We call this new model system-wide cultural district. The model has been developed on the basis of a careful empirical scrutiny of a number of reference cases that for various reasons can be regarded as interesting prototypical examples of this new logic of local development. Starting from this benchmark, we have developed an articulated theoretical approach that singles out 12 key dimensions that characterize a fully articulated system wide cultural district, and from this framework we have derived a cultural policy design approach that is currently being tested in several different contexts both in Italy and abroad, at the local and regional level.

This paper describes new approaches to set about boundary-spanning challenges for regional sustainable development and uses as a starting point experiences from the sector of cultural heritage in the Baltic Sea Region. Here, specially tailored networks have been working together proactively with a jointly organised formula of historic environment sector and culture life together with regional and local authorities as well as

the construction industry. The origin of this public policy support was the development this cross-sectoral collaboration, called "the Halland Model", the previous finance crisis and its following unemployment. In the project the actors have been working multi-problem-oriented aiming at increasing the total volume of construction. The principal aims of this policy were the saving and development of the labour market, the saving of the craftsmanship and the conservation of historic buildings, used for public initiatives. In less then two decades the Halland Model was applied in other contexts where public funding to support labour market became the tool for the development of public incentive to the cultural sector as well as sustainable development in general.

In this paper, after the illustration of the relative theory of the System wide cultural district we will illustrate the Halland Model to discuss sustainable development and to formulate new concepts between experience from the Halland Model and the general framework of the System wide cultural district. The paper also discusses the strategic use of investments in conservation of historic buildings in an instrumental way as a catalyst for sustainable development and regional growth.

Conceptual framework on culture lead development approaches

In the last decades, the methods of territorial development and the consequent physical and entropic transformations represented a fertile research field for urbanists, architects, environment scientists, economists, geographers, anthropologists, sociologists. A relation between economy, society and territory has emerged from the analyses operated in the different research fields: this relation configures itself as a complex system able to generate growth and development (Hubbard, 2006). Thanks to the consciousness of this linkage, it is obvious that the dimension of competitiveness increasingly shifts from the micro-level of single economic operators to the macro-level of territorial systems, where the systemic logic of resources' organization and cooperation networks' creation fed by huge levels of social capital becomes a necessary requirement for the productivity and the potential of territorial growth, as for its capacity of external resources' attraction (Ohmae, 1996).

The relation between culture and industrial production goes back to

the XIXth century, when the industrial sector supported the development of applied arts comprehending the crucial role of the design product in the market behaviour (Postrel, 2003). However, culture has been recognized only recently as an authentic form of capital (Throsby, 1999), with its own role in the development of mature economies, able to characterize new dimensions of production and consumption (Rullani, 2004) and new models of competitive development (Porter, 2003).

Consumer demands have changed too, thanks also to the changed relationship between consumption and individual well-being. Whereas in industrial societies the relationship between individual and social identity was static, and the reference cultural models were hardly challenged, in post-industrial society the greater flexibility of social structure enables individuals to mould their living conditions and hence their preferences, needs, and social competition dynamics in a much more autonomous and changeable manner.

In the contemporary context, culture has been recently taking on increasing importance in value creation processes. A dominant trait of post-industrial society is the opportunity for individuals to express themselves freely and pursue their personal well-being. This is also reflected in consumption patterns, since people are increasingly looking for products with cultural value, which correspond to their outlook, enabling them to confirm their own position in the world and the role they play in it.

In post-industrial society, people's access to greater wealth makes development models based on survival obsolete. Once they have reached a certain living standard, individuals assign different values to subsequent improvements in their living conditions, attributing increasing importance to less tangible indicators. The acquisition of cultural experiences by individuals and by society favours their capability, once having acquired a certain stock of cultural, identity and symbolic capital, to support the offer of new forms of consumption and production through the acquisition of competences (cfr. Niedzviecki, 2004). The cultural experience enables individuals to develop new competences, which in turn expand their consumption basket, thus fostering the development of new forms of consumption. This virtuous circle thus fosters the ongoing renewal of consumption products and the emergence of new demands. Consumers

demand ever new products and services in which the creative, innovative component becomes fundamental. The development of increasingly different identity models, the ability of individuals to autonomously mould their identity model – hence their cultural model - is also reflected in the production capability of any given territory, which gradually shifts from being a producer of goods and services to being a producer of identity models.

At the social level, this process produces influence and diffusion dynamics that are strongly non-linear, and through which definite cultural orientations can generate macroscopic and considerable consequences (see Sperber, 1999; Gladwell, 2000). In particular, they can assume a great importance in the generation (or re-generation) of the social frame. Through this, they favour new opportunities of relationship and stimulating the accumulation processes of all forms of intangible capital, that tend to deteriorate themselves due to social dynamics of the social control, of the production organization, of the educational processes' failure, with consequently important benefits at the economic and social level (Goldbard, 2006).

The increasing interest in culture as a catalyst and as an activator of the local development processes finds its ancestors in some experiments of urban and regional planning, like the urban regeneration plans developed by the Greater London Council during the Seventies, based on a strategic vision focused on the creation of cultural infrastructures and activities (DCMS 2004). The scope of culture-led renovation processes for the urban and regional areas has developed subsequently both at the theoretical and at the policy level, fed by the evidence of the culture's positive effect on the economic (cfr. Landry, 2001; Rullani, 2004) and social (cfr. Matarasso, 1997, Everingham, 2003) aspects and on the built environment (see Bianchini and Parkinson, 1993; Graham, 2002; Hutton, 2006). Yet, these undoubtedly positive outcomes pose some priority questions related to the possible instrumental use of cultural interventions. Furthermore, the distortion of cultural interventions on the urban context tends to favour definite interest bearers against others (Miles, 1997), and requires therefore a careful reflection about their social sustainability (Yùdice, 2003).

The international debate about the role of culture, and of cultural and creative industries in particular, in the development processes of the post-industrial economies, has rapidly spread in the last years (Howkins, 2001; Hartley, 2005). The publication of the report presented by the European Commissioner Jan Figel in 2006 has been especially relevant regarding this subject: it identified eleven reference sectors of the cultural and creative macro-filier, and estimated their economic weight and growth perspective, both of extreme relevance on the continental scale.

Considering the EU30 countries, hence the current configuration of the European Union, total turnover of the cultural industry as defined above was 654 billion euros in 2003. This figure becomes clearer when compared with the turnover of the car manufacturing industry in 2001, not exactly the same year but in a period of stable prices, and therefore a useful figure for comparison. The turnover of the car manufacturing industry in Europe in 2001 was 271 billion euros. Thus more or less half that of the cultural and creative sector. The turnover generated by ICT manufacturers in EU-15, hence a smaller Europe, but that which generated the greatest part of added value, was 541 billion in 2003. What this means is that the economic importance of culture is more or less double that of the car manufacturing industry and more or less the same as the ICT sector. As concerns the contribution of culture, European GDP, again in 2003, shows that the total contribution of culture was 2.6%. An impressive figure, if compared for instance with the real estate sector, whose contribution to European GDP was 2.1%, hence half a point lower, the manufacture of food products, beverages and tobacco (1.9%), the textile industry – which has long benefited from support measures – which contributed 0.5%, and the chemicals and rubber sector (2.3%).

At the local and regional level the development, whether spontaneous or planned, has thus provided a fertile field for multidisciplinary research by urban planners, architects, economists, anthropologists, geographers, etc. aimed at interpreting the components that characterise these new development models. The elements characterising the success of any territory are increasingly given by the correlation between production and the social and environmental system. The competitiveness of supply increasingly depends on the overall context in which it is located and which it can

influence, thanks to the growth processes of the social system in which it is generated and develops. In other words, regional growth takes place through the formation of districts, the geographical concentration of various endogenous and exogenous environmental and social elements which cooperate one with the other to generate the competitiveness of a territory.

There thus emerges a relationship between the economy, society and the territory seen as a complex system able to generate growth and development, and it becomes increasingly clear that in post-industrial societies competition is no longer between individual entities, but among regional systems where the organic development of tangible and intangible elements becomes a necessary condition for the competitive growth of the system itself and of its capability to attract external resources; concurrently, the concept of value takes on new connotations as a strategic driver of regional development. The very attractiveness of any territory becomes increasingly linked to its ability to offer the intangible rather than just the tangible component (physical and natural capital). This fact is reflected in the ability of many countries (for instance those of Northern Europe), to develop endogenous growth models based on the intangible component consisting of cultural offer while in other, such us Italy, the debate largely continues to refer to specific and traditional aspects of the cultural offer's field, as the artistic heritage, the architectural and monumental goods and so on, consequently considering the methods of improvement related to the development of cultural tourism above all (Sacco and Ferilli, 2008).

Policy culture lead approach in post industrial economy

The theory of the System-Wide Cultural District is inscribed in this context and represents an evolution of the classical district models toward the new trajectories of development, in which the culture plays a dual role: that of driving sector on the side of added value production capacities through the channel of the cultural and creative industries, and that of social platform of innovation and spreading of cognitive and relational skills, necessary for the construction of a complete paradigm of knowledge economy.

The theory is based both on the study and analysis of some reference cases and on the elaboration of a theoretical model founded on the empirical analysis. The theory is based as said on the district model of growth, and focused on the mechanisms of horizontal (rather than vertical) integration, highlighting the opportunities of coordination and crossbreeding between different filiers. Horizontal integration provides the mechanism that translates changes in driven force of economic development in product level variables, which ultimately drive incentive to develop vertical integration (Peretto and Connolly, 2007). In this context culture, according to the meaning defined above, has the function of activating the processes of urban transformation, with positive effects on the entire local context. Starting from these remarks we shall attempt to introduce the concept of the system-wide cultural district.

The classic cultural district, which originated in the UK in the 1970s, thanks to urban regeneration policies focused on dilapidated neighbourhoods, is an obvious example, although as early as then the notion of culture began expanding to include cultural production and allied sectors (Mommaas, 2004).

Within the cultural district, culture is a source of sinergy that gives other productive sectors practical and tangible resources and adds value in an intangible way. The cultural district arises from creative activities that can grow and develop thanks to integration between community life and the everyday economy. The foundation for a cultural district is: a model with a robust system, requiring complex integration between different players, such as public administration, enterpreneurs, universities, cultural operators and the broader community.

The system-wide cultural district requires a theoretical perspective that can explain its ties with economic and social development. The policies that serve to realise a progressive cultural district are charged with values such as individual freedom, innovation, creativity, quality of life: the same intangible elements that drive post industrial economies. Viewed in this way, the progressive cultural district represents a great chance for the economic and social growth for a locality and for the people who live there.¹

This method of local development, already applied with great results in the USA, as well as a number of countries in Europe, draws on three

¹ Very different concepts from the one that considers this kind of district only as a means for heritage exploitation, but cannot in itself stimulate a new economic resurgence or an increase in residents' quality of life.

different theoretical approaches. From one angle we see the capabilities theory, developed by Amartya Sen, which highlights the relationship between development and freedom (positive and negative)² for the fostering of individual and collective capability building as pre-requisite for economic development; from another, the positions of Porter and Florida, which, despite their great differences, both strongly connect economic development with innovation and creativity, not only in enterprise, but also with regards to the community. Here, the person becomes the key to a new kind of development, one which is intrinsically linked to the growth of his/her skills, quality of life, creativity and innovation. Development becomes something more intangible, in the same way as culture, freedom or creativity might be.

As outlined above, this cultural district model is based on three different paradigms. Firstly, the creativity-based attraction model of Richard Florida (2002), which emphasises the role of quality of life and of technological infrastructure in the creation of a critical mass for the emergence of a knowledge-orientated economy. Secondly, the competitiveness-based urban renovation model of Michael Porter (1989, 2003), that focuses on the transition from an investment-based industrial orientation toward a self-sustaining innovation-based economy. Finally, the capability-based model of Amartya Sen (1992, 1999), which underlines the central role of a general social involvement in capability building activities, as a prerequisite for viable economic development. With the exception of Florida, none of these models was created to explain cultural driver phenomenon, but they do highlight post-industrial growth as an interesting field of

Sen's idea of positive and negative freedom is different from that of Isaiah Berlin (1969). Sen's meaning is different because, according to him, freedom meant in a positive way ('freedom to') concerns what people could gain. Negative freedom, instead, ('freedom from') is focused on the lack of bonds that a person could impose on another. If we think that it is important for human beings to attain their desired way of life, then we have to incite the acquisition of positive freedom ('to be free to choose'). We can focus on the way of life or on the different human functioning. Some aspects are simple, like growing or enjoying good health, but other aspects can be more complex, like self regard, or having a community life. Freedom to live a different kind of life becomes a part of functioning combining options in which one has opportunities: these options are a person's capability. This capability depends on many factors included aspects specific to a person, as well as social structures. An holistic view of individual freedom has to go beyond the private/personal capability and take into account other aims such as social goals.

application.

To stimulate such kinds of development, these three approaches need to be combined in a creative way. By so doing, we can identify a number of policy actions that could be applied to different local resources, which we shall refer to as 'capital'. These actions are intervention tools for local development, but also keys to understand the present situation, to see if is it possible to realise a cultural district. We have identified twelve actions:

- 1. Quality of the cultural supply: i.e. the capability of activating a cultural offer targeting an international public (QCS);
- 2. Local community empowerment and training: provision of learning opportunities (LCET);
- 3. Entrepreneurship development: the adoption of a new entrepreneurship creation process (ED);
- 4. Attraction of external enterprises: resources enabling local enterprises to attract external ones (AEE);
- 5. Attraction of talented people: resources contributed by external enterprises (ATP);
- 6. Management of social issues and exclusion: capability of mediating social forms within the framework of the cultural process (MSI);
- 7. Local talent development: the local area's capability of creating talent-based opportunities (LTD);
- 8. Citizen and local community participation: the community's willingness to be involved in the event (CCP);
- 9. Quality of local governance: i.e. the various local authorities (QLG);
- 10. Quality of knowledge production: the area of research (QKP);
- 11. Local networking capability: the creation of active, cohesive local networks (LNC);
- 12. External networking capability: international or interregional networking (ENC);

Each of these actions can be divided into sub-groups, based on common traits: actions relating to quality (QCS, QLG, QKP), those relating to development (ED, LTD), to attraction (AEE, ATP), social aspects (MSI, LCET, CCP) and, lastly, networking (LNC, ENC).

CHAPTER 5 - PAPERS

In new contexts of culture-led local development models, policy approaches must aim to achieve strategic control of all of eleven dimensions, at least from a medium to long term perspective. Policy outcomes must then translate into the production/accumulation of specific forms of capital, be they tangible or intangible, which ultimately represents the stock of value produced by the local system. These policies results have to become capital production/accumulation.

It is possible to identify, in principle, five forms of capital, drawing a distinction between those which pertain to the tangible and intangible aspects of the economy, respectively:

- natural capital;
- physical capital;
- human capital;
- social capital;
- symbolic capital³.

A creative combination of the five forms of capital is indicated in successful local economic development. Strategic planning is vital to achieving the right mix for a particular area, and in laying the right foundations to encourage positive results.

Natural capital represents all non-manufactured elements, these might be renewable, like land or water, or non-renewable, like gas or oil (Collados, Duane, 1999). Physical capital represents tangible and man-made capital, such as buildings or factories (Caballe, Santos, 1993). Human capital means all human skills and knowledge, and human capabilities and potential ('brain capacity' according to Judson) (Judson, 2002). Social capital represents institutions, social rules and methods of social communication which influence human behaviour and provide resources for human well-being. These procedures adhere to unspoken rules and are products which develop specific to every community (Putnam, 1993). Symbolic capital is a kind of capital concerned with human interaction and society. This could be a sort of cultural capital, whether tangible or not (Throsby, 1999; Bourdieu, 1983). On one hand, then, cultural production and consumption, on another, the other intangible resources like tradition, history and rituals, which form part of a locality and a specific identity. It may even be called identitarian capital, because it represents all the identitarian models and generates value through affiliation and the power of cultural identity.

Public initiatives and investments in conservation as a catalyst for regional development

Theories of conservation have been developed during the last 150 years from two extreme attitudes, one saying that a building should be restored to its pristine condition, a condition that might never had existed⁴ and one saying that restoration was a lie, and nothing present should disturb the original (Ruskins, 1989). The later could be described as the winner and the monuments were regarded as historical documents where restored parts should be clearly discernable and reversibility or minimum intervention became leading catchwords.⁵ Since the mid 20th century several charters have been adapted by the international heritage conservation community.⁶

During the second half of the 20th century the interest for monuments were replaced by the concept of cultural heritage, including both the tangible and the intangible heritage. Integrated conservation as a well developed theoretical scholarly-professional discourse and multi-disciplinary-oriented platform, has gradually become a well accepted general approach to conservation applications in planning at various levels of society, but notably in direct interface with citizens and respecting historic dimensions, local identity and a profoundly humanistic attitude to heritage, especially intangible multi-factor quality dimensions (see e.g. Appleyard, 1971; Engelbrektsson and Rosvall, 2003).

Conservation can be seen as connected to three kinds of interrelated interests: political, economic and cultural. The economic interests include the private market as well as public budgets, while the cultural interests may be defined as the sector dealing with cultural activities. In value-driven conservation, decision-making based on analysis of the values possessed by an object, related to different groups of sectors. This field of inquiry and policy concern still has not more than just started its coming movement, and anticipated growth. Examples of strong indications from this field may provide sufficient openings to a coming development of this

⁴ The most famous representative for this opinion is the French Architect Eugene Emmanuel Viollet-le-Duc (see.e.g. Muñoz Viñas, 2005 p. 3 ff)

⁵ The Italian architect Camillo Boito's idea of monument as a historical monument (see e.g. Muñoz Viñas, 2005 p. 5 ff)

⁶ e.g. Athen Charter 1931, the Venice Charter, 1964; the Burra Charter, 1979

inter-, intra- and trans-disciplinary field of knowledge and applications and there are parallels observed between natural and cultural capital, which implies that the concept sustainable development can be applied to culture and cultural heritage (see e.g. Throsby, 2006; della Torre, 2003; Fusco Girard, 2005; Vestheim et al,2001; Engelbrektsson & Rosvall, 2003; Gustafsson and Rosvall, 2008; Johansson, 2008).

Contemporary theory of conservation calls for common sense for understanding why, and for whom, things are conserved (Muñoz Viñas, 2005). Muñoz Viñaz defines the contemporary theory of conservation as based on negotiation, on equilibrium, on discussion and on consensus. Then the values of cultural heritage have to be analyzed and described as values in trade and conservation should leave the expert-only zone to enter the trading zone, where the objective is to trade to reach an agreement between affected people (see e.g. Sörlin, 2001; Gustafsson and Polesie, 2007; Gustafsson and Rosvall, 2008).

Empirical evidence: the Halland Model

Nowadays the effects from the recession in progress are obvious on the estate market with a decreased market for the construction industry and with increased unemployment as a result. In the mean time, e.g. the European Commission's Structural Funds have been given a central role in regions all over Europe, and cross-sectoral and multidisciplinary networkings to meet the targets are set. It has become more important for various sectors of society to find new ways of formulating their needs, values as well as their resources to joint actions. Consequently, the historic environment sector will have to prove and explain its role as a catalyst for sustainable development and as an important collaboration partner for regional growth. Therefore, it is important to illustrate the community impact of initiatives in the area of conservation of the architectural heritage and to express their values in use as values in trade (Gustafsson and Polesie, 2007, 2008).

The empirical platform of this paper is a major building conservation scheme carried out during the period 1993-2003 in the Halland region in Sweden; the Halland Model (Gustafsson, 2003). At the beginning of the 1990's Sweden underwent one of the century's greatest recession periods.

The crisis within the finance and real estate market led like today to that the investment in construction of new dwelling houses had a dead stop in the beginning of the 1990's (see e.g. Gustafsson and Polesie, 2007, 2008). Full employment with tendencies to superheating that characterized the previous years had changed quickly to 30 - 40 % of unemployment in the construction industry. As a link in reducing the open unemployment among these, a co-operation on the national level was established between National Labour Market Board,⁷ National Heritage Board,⁸ and the Swedish Construction Industry Training Board.⁹ The aim was to create public temporary employment and labour market training programmes where unemployed construction workers were offered to participate at conservation or restoration works on historic buildings through especially committed funds for occupation activities (Gustafsson and Polesie 2007, 2008; Gustafsson and Rosvall 2008a, 2008b).

The region Halland is located the Swedish west coast and has 300.000 inhabitants, its biggest towns are Halmstad, Kungsbacka and Varberg. Its economy is still to a great extent based on agriculture and linked business, with tourism as another important business. The Halland Model was based on approximately ninety building conservation projects, in which almost one-third of the construction workers in the region were trained

- The National Labour Market Board (Arbetsmarknadsstyrelsen) was a Swedish authority that had the overall responsibility for the National Labour Market Agency (Arbetsmarknadsverket) until 2008 and was responsible for the implementation of vocational training courses for the unemployed and handicapped, public relief work, practical vocational experience for young people leaving school, etc. Since January 1, 2008 the National Labour Market Board's, the Labour Market Agency's and the County Labour Market Board's tasks have been taken over by the new authority Swedish Public Emplyment Service (Arbetsförmdlingen).
- 8 In Sweden the National Heritage Board was the agency of the Swedish government that was responsible for cultural heritage and historic environment issues and was under the auspices of the Ministry of Culture. The historic environment sector was the actor who executes public funded historic environment tasks: National Heritage Board, County Administrative Board, Regional Museums and local authorities.
- 9 The Swedish Construction Industry Training Board (Byggnadsindustrins Yrkesnämnd, BYN) is a agency composed by the parties on the construction labour market working with promoting skilled workers to the Swedish construction industry. Together with the upper secondary shools which have the Construction Programme are they responsible for apprantices but also for adult education of active construction workers. The Board is a national body representing employers and employees, which was founded primarily to consolidate, monitor and assure excellent vocational training for the Swedish building and construction trade . the work carried out by the Board is done in collaboration with the Regional Construction Industry Vocational Training Committees (Regionala Yrkeskommittén, RYK) offering extensive coverage nationwide.

in traditional building techniques. This required a close collaboration between several public sectors, private enterprises, NGO's and researchers. The cross-sectoral and trans-disciplinary network acted with a multi-problem-oriented approach, which implied that conservation of historic buildings acted as a catalyst for job creation, training and education in areas of concern, increasing a region's attractiveness and competitiveness, strengthening democracy, regional growth and sustainable development.

In this context the concept conservation was promoted for probably the first time in Sweden in connection with strategic development in general.

The Halland Model can be described as new approaches to set about boundary-spanning challenges for and aiming at regional growth, strengthening regional competitiveness and regional sustainable development. Here, specially tailored networks have been working proactively with a jointly organised formula of historic environment sector together with labour market policy, construction industry, property owners, and regional and local authorities.

One of the important innovations was well-developed regional cooperation able to co-ordinate and direct resources of the society to common needs and strategic objectives. The overall objective for the Halland Model was to support the region to endure the recession and thoroughly prepare the region for the next times of prosperity. The strategy was to increase the total volume of construction projects in the region with public investments in conservation of historic buildings at risk. These projects were not on the ordinary construction market, and the Halland Model projects were considered that they did not have any push-away effects.

In the Halland Model unemployed building construction workers and apprentices were trained in traditional building techniques and then practice on historic buildings at risk under supervision of skilled craftsmen and conservation officers. After completed conservation work the premises have been used in a way that can contribute to the regional sustainable development and growth. In this manner historic buildings at risk have been preserved from demolition, older craftsmanship learned by a younger generation and new jobs created in post-industrial initiatives. This regional cross-sectoral cooperation has demonstrated win-win situations for the historic environment sector as well as the other partners and

for regional sustainable development in general.

Trading zone

In the Halland Model, the members represented different interests and each sector, business or industry had their own aims and objectives as well as their own values, needs, resources, traditions, policies, networks, regulations, laws and enactments, but also their own developed vocabulary. One obvious observation was that the various sectors and actors often used different denominations which were not compatible to each either and therefore it was difficult to agree upon common cross-sectoral objectives. The pressure for change opened up for new initiatives but to able to accomplish the various interests and sectors needed to develop new prospects to communicate where the various sectors' values in use had to be evolved to values in trade.

Historic environment sector ⇔ labour market policy

The labour market policy changed in the beginning of the 1990's from aiming at proffering people from other industries to join the construction industry to find labour market measures for unemployed construction workers. The labour market sector was in acute need of working places and in need of long-consuming projects, especially in the construction industry, and therefore demanded working places and time expected for conservation works (Gustafsson, 2003).

To be able to offer the unemployed construction workers and apprentice relief works and trainee posts the Labour Market Board needed a buffer of time-consuming projects. From a labour market policy point of view the more works these places needed and the longer time the projects were lasting, the better it was. The Halland Model's answer to this was the historic environment sector's catalogue of historic buildings at risk, a planning instrument provided historic buildings where purposeful work could be carried out. This implied that the historic environment sector become more involved in the whole procedure from the very beginning. The labour market policy needed time and the historic environment sector could provide objects that implied time-consuming conservation works.

Since no-one had made any investments in maintenance or conserva-

tion of the historic buildings at risk presented in catalogue, they could be regarded as not belonging to the ordinary construction market. Public funded investments in these would therefore not disturb the ordinary market with push-away effects. Instead the whole construction market, including sub-contractors, consultants, material suppliers, etc., was increased since the Halland Model was providing conservation objects and hereby jobs could be saved in the whole line of construction.

During this period the Labour Market Board had huge financial resources and experience from planning and realizing major projects and a well-developed a network of important decision-makers on the local, the regional as well as the national level.

The knowledge about cultural built heritage, historic environment and historic buildings as well as building conservation was unique competence for the historic environment sector. In the Halland Model this resource was shown to be of importance, not only for the accomplishments of the projects, but also for sustainable development in general.

The conservation and restoration works also improved the knowledge among the conservation officers in the region about traditional building techniques and use of traditional building materials as well as craftsmanship in general. The financial resources together with well developed organisation and increased knowledge among the participants implied that the quality of the conservation could be higher than in ordinary conservation works at the same time in Halland. Another new knowledge for the members of the historic environment sector was how to cooperate in comprehensive projects. In this field the County Labour Market Board had long experience and very well developed networks of decision-makers, policy-makers, stake holders as well as end-users. With many actors in a project, decision-making, prioritizing and how to keep the project together were of importance.

Historic environment sector ⇔ industry

The training period to become a skilled worker in the construction industry was three years of Secondary School followed by 6.700 hours of apprenticeship (See e.g. Gustafsson, 2003). These hours were documented in the apprentice's book in which regional representatives from the Regional

Construction Industry Occupation Board filled in the executed training items, i.e. various kinds of construction works. After World War II the period had been focused on modern building techniques and modern building material and all construction workers had the same training. The construction industry did not accept renovation or conservation as training items and therefore they were not recognized among the apprenticeship. Of this reason neither the construction industry nor the apprentice were interested in conservation sites as trainee posts. Of vital importance was when the Regional Construction Industry Training Board of Halland decided that the time spent in the Halland Model conservation sites could be included in the apprentice's book and reckon in the 6.700 hours.

Another positive effect for the apprentices and skilled construction workers by working in conservation projects was that they were trained both manual craftsman-like as well as intellectual (Gustafsson, 2003). There were no given solutions to in conservation work as it could be in construction of new houses. The young apprentices became interested in traditional building techniques and then historic buildings and cultural heritage as well (Gustafsson, 2003). This made the younger generation respect the elder craftsmanship and that could be an important experience for not accept all solutions and instead develop critical observations.

Labour market policy ⇔ industry

The labour market sector had the financial resources and available unemployed construction workers. But they were lacking in terms of working places. The construction industry could offer training programmes for construction workers and the property owners could offer objects to be conserved. Together the labour market sector and the construction industry could train a new generation of construction workers.

The interest from the construction industry was to train the apprentices so that there would be labour force provided to meet future demands. With no construction work going on in the region, there would be no objects for the apprentices where they would be offered their final three years of practice and no possibilities to fulfil their training and to be able to receive a vocational certificate. On a national level the problem with an aging working force was noticed and during one annum, the average

age of the constructor workers increased by two man-years and become a skilled worker with full salary.

The idea proposed by the construction industry was to find objects where the appetencies could get their practice without threatening the ordinary jobs on the regular labour market and here the historic buildings at risk were of interest.

During the economic recession of the 90's there were very few investments in construction projects that implied that it were few opportunities of practice for the apprentices. Consequently, it was difficult for them to earn their vocational certificates. As a focused labour market measure, special subsidies were allocated to further training programmes for unemployed construction workers as well as apprentices. Depending on lack of investments, there were still no real objects where to find practice.

Multi-problem-oriented approach

Every region has its unique assets, values, and possibilities, but it also has its special needs, problems and threats. One objective with the Halland Model was to try to solve as many problems within one project as possible and at the same time strengthen the prerequisite for developing the regional assets. The problems could be described in terms of unemployment, pollutions of the environment, lack of regional cohesion, lack of available premises, lack of education, etc. By trying to solve as many problems as possible within one actual project, the idea was to get more sectors of the society interested to take part in the project. With more actors engaged from different sectors more funds for financing the conservation projects could be set up. This led to bigger and more comprehensive and complicated projects could be realized.

To build multi-problem-oriented networks put up special demands on cross-sectoral co-operations (Gustafsson, Adler and Stymne 2009; Gustafsson and Rosvall 2008a, 2008b). It was important that all involved clearly could state results and those these had importance for the goals of their own sector. One phase of that process included the preparation of a comprehensive planning base. Furthermore, that the involved were open to wide solutions, compromises and corporate financing. Decisive was that all parts were showing mutual respect for each other and their ex-

periences, aims and culture. Furthermore that they were not afraid for participating in co-operations where maybe the aim of their own sector not had the highest priority of the project, but where one still could note great advantages of the co-operation. For this a clearly formulated aim was required.

Selection of objects

The steering committee was responsible for selection of buildings that were conserved and restored by the Halland Model and this was preceded with a careful process and decisions (Gustafsson and Polesie 2007, 2008). The involved partners did agree to that the conservation objects would have to fulfil an amount of specified criterions.

First, they should have a documented historic value (Gustafsson, Adler and Stymne 2009; Gustafsson and Rosvall 2008a, 2008b). If the buildings were in such a bad condition that they were threatened of immediate collapse or demolition there were no obstacle to be included in the Halland Model. On the contrary they would have to need conservation efforts in addition to normal maintenance requirements. Time was a value of trade in the negotiations between the historic environment sector and the labour market sector. The conservation works should also include moments suitable for training and the conservation project should therefore be suitable for the training needs of unemployed apprentices and construction workers.

It was crucial that the conservation works did not disturb the existing construction market or created "push-away" effects where the labour market policy caused a situation in which one unemployed person with subsidised job took jobs from another unemployed person on the ordinary labour market.

The buildings should preferably have public or semi-public owners: the state, the region, the municipalities, foundations, associations or other comparable non-governmental or non-profit organizations. If in cases where the buildings were privately owned or owned by a company, a separate contract with the property owner was set up. In these the owner was undertaking among other things that the improved premises should be was given to activities which were opened to the public and thereby in-

creased the availability of the buildings were prioritised.

Outcomes of conservation projects

The Halland Model has had an important impact on the employment and training in the construction industry as well as on the historic environment sector in the region. The co-operation also has a considerable impact on other sectors of the society. 1993 - 2002 the conservation projects lead to:

- approximately 1.100 of the region's 3.600 construction workers were trained in traditional building techniques and that
- almost 90 historic buildings were conserved or restored.

These figures have to be compared with the 10 - 20 craftsmen available in Halland in the beginning of the 90's. Before conservation 25 of the preserved buildings were directly threatened by demolition (Gustafsson, 2003). 43 were abandoned and did not have any function at all or were used as storeroom. 35 (42%) had the same function after completed restoration as before. 24 were used fore culture or arts (museum, artist village, youth centre etc.). In Rydöbruk, altogether approximately ten ateliers and eleven apartments were built in the closed down industrial area (Gustafsson and Polesie, 2007, 2008). Others were used as dwelling houses, craftsmanship, lighthouses, offices, bridge and bathing house. Only two did not have any function after completed conservation.

The Halland Model could cover the whole or a greater part of the restoration or re-construction costs, which reduced the possibilities for the property owner to dramatically increase the rent since his part of financing the cost was lower. That implied for the tenants that they could be spent their budget on cultural activities instead of rent (Gustafsson and Polesie, 2007, 2008). In this way the public investments in labour market policy and construction industry had an indirect economic impact on arts and culture in Halland.

The County Labour Market Board was the biggest financier of the Halland Model. It has co-financed the total cost of operations of over 350.000.000 SEK (approximately €35.000.000).

The County Labour Market Board 265.000.000 SEK (appr. €26.500.000)

• The property owners 50.000.000 SEK (appr. €5.000.000)

• The cultural heritage sector 40.000.000 SEK (appr. €4.000.000)

• And other funding 1.300.000 SEK (appr. €130.000)

The Halland Model had an obvious return on the labour market, 310 new jobs were created for construction workers, 786 unemployed construction workers were trained, 140 apprentices received their vocational certificate through practicing within the Halland Model (Gustafsson 2003). The Halland Model had an impact on private enterprises, e.g. 1998 - 2002 were 88 consultancy orders received and 1.316 contractors and suppliers were hired (Gustafsson 2003). Approximately 300 new jobs were created in the restored historic buildings or in improved premises in the immediate vicinity of them. Altogether 69.000 day works were carried out by construction workers within the Halland Model 1993 - 2002. Together with the 786 apprentices implies that approximately 1100 of the region's 3700 construction workers have been trained in traditional building techniques.

The priorities within the Halland Model were altered over time. It could be of geographical reasons; a conservation project was needed in e.g. the northern parts of the region, in close connection to another Halland Model project, or in a specific municipality. It could also be priorities given within a conservation project; a particular skillfulness was needed and that was available under specific limited circumstances, or more unemployed were expected due to young male persons were going to leave their military services on a specific date. In the decision-making the steering committee had to pay attention to where in the trade cycle they were, how much resources had the various participants still in their annual budgets, or where in the "Halland Model cycle" they were.

Conclusions

Note: first will be introduced the model of SWCD able to generalize the process from industrial to post industrial economy, them the case of Halland as a policy design to develop an industrial sector by the post industrial paradigms. Finally the description of the case study in terms of the

12 policies.

Examples of the Halland Model's impact on:

- 1. Quality of the cultural supply: i.e. the capability of activating a cultural offer targeting an international public (QCS);
 - Grimeton (now UNESCO World Heritage List)
 - Tjolöholm castle (Culture events of all kinds)
 - Laholm Drawing Museum (the only Drawing museum in Scandinavia)
- 2. Local community empowerment and training: provision of learning opportunities (LCET);
 - training school in Falkenberg
- 3. Entrepreneurship development: the adoption of a new entrepreneurship creation process (ED);
 - E.g. Slottsmöllan Industrial site (today hundreds of employed in the CI)
- 4. Attraction of external enterprises: resources enabling local enterprises to attract external ones (AEE);
 - Rydöbruk (a indoor design company moved with 50 employees to the well preserved Artist village)
- 5. Attraction of talented people: resources contributed by external enterprises (ATP);
- Management of social issues and exclusion: capability of mediating social forms within the framework of the cultural process (MSI);
 - Labour market policy, new Swedes, women entrances to construction male dominated labour market
- 7. Local talent development: the local area's capability of creating talent-based opportunities (LTD);
 - Kronobränneriet (young enterprisers in CI)
- 8. Citizen and local community participation: the community's willingness to be involved in the event (CCP);
 - Trading zone, selection of conservation objects
- 9. Quality of local governance: i.e. the various local authorities (QLG);
 - steering committe, cross-sectoral cooperation, common objectives

and strategies

- 10. Quality of knowledge production: the area of research (QKP);
 - bringing high class research to Halland: Göteborg university, Chalmers University of Technology, Jönköping International Business School
- 11. Local networking capability: the creation of active, cohesive local networks (LNC);
 - Halland model
- 12. External networking capability: international or interregional networking (ENC);
 - Baltic sea network ("Balcon": Halland, 4 regions in Poland, two regions in Lithuania, one in Russia; projects/networks in UK, Italy, Hungary, Estonia, Latvia, Slovakia, South Africa etc. Conference/networking in UN, UNESCO, ICCROM, EU, universities all over Europe, Brazil, USA, Canada etc etc.

The Halland Model can be seen as a represent for changeover from an industrial thinking to a post-industrial. Initially the objectives were focused on employment tasks and conservation issues, but soon the function of the restored building became more and more important. Here, initiatives from culture and creative industry were given priority. The regional strategic development was characterized by huge, formal and cumbersome projects where the Halland Model introduced regional, flexible and pro-active cross-sectorial cooperation with a multi-problem-oriented approach. Here, the capability building was one of the driving forces for the realization of the project and collaborative research of decisive importance. The construction industry opened up for a training programmes targeting at individual skillfulness adjusted for the post-industrial market, instead of the previous static and uniformed training.

Compared to the described twelve key dimensions of the system-wide culture district, impact of the Halland Model can be observed for QCS in Grimeton, which after completed conservation was considered having outstanding universal value and was included on UNESCO's World Heritage list. In the municipality Falkenberg a training centre for traditional building techniques was developed (LCET). Several ventures were pro-

vided at entrepreneurship development with adoption of a new entrepreneurship creation process e.g.. Slottsmöllan Industrial site in Halmstad (ED). In Rydöbruk the establishment of the Artist Village lead to a design company with 50 employees moved there (AEE and ATP). In the municipality of Laholm a fire station was rebuilt into Scandinavia's only Drawing Museum by only female construction workers with the objective to make the construction industry more gender equal labour market (MSI). The development of the Trading zone implied local community participation in the project as well as the community's willingness to be involved in the event (CCP). The Halland Model can be regarded as an evident of high quality of local governance (QLG) and the creation of active, cohesive local networks (LNC). The triple-helix approach where several universities participated in collaborative research implied that the Halland Model brought high class researchers to Halland, from Göteborg University, Chalmers University of Technology, Jönköping Interantional Business School and University of Venice (QKP). The Halland Model developed several international or interregional networking (ENC) in all over Europe where the project in the Baltic Sea Region was nominated by UN as one of the world's 100 best in practice project during World Summit in Johannesburg 2002 (when they were suppose to approve the Kyoto Protocol).

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Managing Across Boundaries

Recent Experiences from Regional Development using Cultural Built Heritage and Collaborative Management Research

Christer Gustafsson,¹ Niclas Adler and Bengt Stymne

ABSTRACT

This paper tells the story how preserving cultural heritage was furthered by the organisation of a collaborative network. This paper elaborates on how concepts in line with emerging management theories of network organisation can be applied to muster enough support and resources for pro-actively making cultural heritage a core component in regional development instead of being a troublesome obstacle to modernisation and economic growth. The methodology behind the presented "Halland Model" consists of bringing representatives of powerful interests together in a collaborative effort where each party has more to win than to loose.

Keywords: cultural built heritage; regional innovation systems; "Managing across Boundaries"; collaborative management research.

Management of Cultural Built Heritage

Cultural heritage can be described as resources constituting tangible and intangible values, e.g. historic buildings and knowledge.² However, cul-

¹ The author was one of the founders of the Halland Model and a member of its steering committee since 1993.

² Several researchers have discussed the value of cultural heritage, e.g. Riegl 1982; Avrami 2000; Olsson 2003; Muñoz Viñas 2005; and Andersson 2006.

tural heritage is under constant threat. Threats do not consist only of lack of economic resources for the upkeep of buildings and monuments, but also because such edifices stand in the way of urban, industrial and other types of modernization projects. Conservation forces, like public conservation administrative bodies, museums, the disciplines of art, archaeology and history, are involved in an often uneven fight against the forces of modern construction and economic development. Politicians rarely put priority on conserving old buildings when the jobs of voters in their constituencies are threatened.

The traditional basic instrument for protection of cultural heritage is legislation. But conservation interests have little power to enforce laws. And even if they had power, there is a trading zone as to whether a specific object is worth being preserved or not.³ An object in that zone becomes worth preserving only if potential actors become interested and mobilized and find it worthy to invest their resources in cultural heritage.

This paper tells how preserving cultural heritage under specific circumstances during the 1990s' recession in Sweden, as well as the post-communist period and the period before Poland became a member of the European Union (EU), has been furthered by the organisation of a collaborative network. In Sweden, *the Halland Model* was initiated as a regional network aimed at counteracting unemployment by investment in conservation of historic buildings. Surveys demonstrated the networks' impact on sustainable development and the aim was enlarged to promote regional development in general. Such networks can be seen as an application of emerging theories and models for how projects, networks, and organisations are designed and managed. These kinds of theories emphasise that the model for managing activities in a closed impermeable hier-

³ In the Halland Model it was of decisive importance that the involvement of participants found common objectives for collaboration. Further, how they communicated together, but also with politicians and other kinds of decision-makers. In the Halland Model, each of the various cooperating public sectors had their own planning instruments with differing political perspectives and priorities. The planning instruments of these various sectors were joined together in a "trading zone". See Sörlin 2001; Gustafsson and Rosvall 2007; and Gustafsson and Polesi 2007.

⁴ Gustafsson 2003.

⁵ Sustainable development is defined as a development which is sustainable with economic, social and environmental circumstances.

⁶ Gustafsson 1993; Gustafsson 2003.

archy is increasingly becoming unwieldy. The organisation of activities in networks, and as partnerships, is therefore attracting more attention. The experience reiterated below demonstrates how conservation management might benefit from such a perspective.

The empiric data for this paper consist of the development of *the Halland Model* from a regional joint venture to an international partnership. *The Halland Model's* motto was from the beginning the saving of jobs, craftsmanship and buildings. A fourth motto was added later: the activities in the improved premises would be of importance for regional sustainable development. Soon the cooperation developed into a regional cross-sectoral joint action network aiming at regional sustainable development within structured conservation projects.

The first initiative from this network was to form a new organisation to deal with this boundary-spanning challenge. *The Halland Model* developed an increasingly effective and refined organisational structure, with a steering committee, conservation teams, design groups, training programmes, and construction site managers.⁷ Ten years later these conservation projects led to:

- Conservation of almost ninety historic buildings;
- Creation of 235 new jobs at the improved premises and buildings;
- Employment of approximately 1,100 of the region's 3,600 building construction workers in the various conservation projects; and
- Training of almost 800 apprentices in traditional building techniques, and certification of 100 apprentices to become fully-paid skilled workers.

Contemporary reasoning on how to manage cultural heritage

A common global problem in the field of preserving the cultural built heritage is funding for maintenance, rehabilitation, and conservation of historic buildings.⁸ Another important prerequisite for management of cultural heritage is the planning system which often is still organised just

⁷ Gustafsson 2003.

⁸ The concept conservation is, in this paper, used in a broad sense (including restoration and preservation) according to Muñoz Viñas' definition, see Muñoz Viñas 2005 pp.16 ff.

for protection alone. However, under certain circumstances it may perform against development of society and economic growth instead of the opposite — not letting other actors take the initiative in parallel with the cultural heritage sector — i.e. a re-active rather than a pro-active approach.

The red tape running through this paper is the notion that the conservation profession and the cultural heritage sector must adapt, cooperate and act pro-actively to deal effectively with challenges posed by society – locally in a region, as well as nationally and globally — to be prepared for dynamic and ongoing change. To bring conservation of cultural heritage to the centre of the regional-development agenda it was necessary to introduce a new approach. An approach developed to cope with complex and boundary-spanning problems in profoundly professional circumstances. One possible way to find acceptance from different stakeholders was to use a collaborative research process. The first evaluation of the regional network demonstrated considerable regional impact, especially for employment and preserving cultural built heritage. At that time the author contacted researchers at Göteborg University, Chalmers University of Technology, as well as Göteborg Business School, to initiate research on the Halland Model's regional impact.

Research field

In Europe, issues of knowledge production and technology transfer have moved to the forefront of attention in economic, social and industrial policy, and research and technological development. As the sources of future development increasingly derive from innovation, attention must be paid also to non-traditional sources that have the potential to become the basis for construction of new business and social models as well as the restoration of old ones.¹²

This problematic legacy calls for a relevant problem-oriented and

⁹ Avrami 2000; Calami and Sechler 2004.

¹⁰ Gustafsson 1996.

¹¹ Gustafsson is a doctoral candidate at GMV Göteborg Centre for Environment and Sustainability at Chalmers University of Technology & Göteborg University.

¹² Etzkowitz 2002.

scholarly-scientific cross-disciplinary methodological approach to enable achieving a needed breakthrough in progressive and sustainable resource management of cultural built heritage. The concept of integrated conservation, with its intentioned material and social dimensions, enables the identification of appropriate means to deal with contextual and complex issues of planning and interventions after identification of human values related to urban structures of vernacular built environment. The crucial understanding of the cultural landscape as an integrated material, economical, and social resource, and in respect of its differentiation as well as continuity, highlights the need of long-term resource conservation and its close relation to the concept of sustainable urban development.

Overall strategies and structures are governed by the political system and by dominant assumptions about handling complexity by breaking the community impact from investments in conservation to its components through hierarchies with defined borderlines and clear responsibilities, aimed at achieving efficiency through functional specialisation. New problems that cannot be solved in existing structures are most often solved through introduction of new institutions with new responsibilities and introduction of new clear borders. 16 The multitude of borders, responsibilities and highly-specialised governmental institutions on different hierarchical levels and in various geographic locations often create a fuzziness and significant challenges in handling difficult situations, boundaryspanning issues and problems. The introduction of new strategies therefore faces these challenges and it is often possible to succeed within one single institution but seldom between multiple institutions. In addition, each institution has determined its own responsibilities using a number of specifically selected, functionally specialised professional groups, creating

¹³ Integrated conservation is a well-developed theoretical scholarly-professional discourse and multi-disciplinary-oriented platform. It has gradually become a well accepted general approach to conservation applications in planning at various levels of society, but notably in direct interface with citizens and respecting historic dimensions, local identity and a profoundly humanistic attitude to heritage, especially intangible multi-factor quality. See e.g. Engelbrektsson 1987; Engelbrektsson & Rosvall 2003; Engelbrektsson et al. 2003; Gustafsson and Rosvall 2007.

¹⁴ E.g. Engelbrektsson and Rosvall 2003.

¹⁵ Hassler et al. 2004.

¹⁶ Keating and Hertzman 1999.

additional borders and boundaries. However, research on problems associated with institutional responsibilities or the tackling of problems associated with such responsibilities is seldom based on contemporary institutional and/or professional structures and the indicators and models that may emerge from successful research endeavours will not automatically match institutional or professional structures. Consequently, they may be problematic to develop into sustainable coping strategies.

Problem formulation

An emerging and systematic inquiring process based on a true partnership between researchers and actors is found in *the Halland Model*.¹⁷ This kind of approach is based on the idea of engaging various actors in the very research process in order to co-create possible coping strategies as a consequence of clear indicators and models based on research and extensive experiences of actual functions of the system. Research approaches with the intention to jointly develop handling situations with difficult strategies have been extensively explored in large companies.¹⁸ This has been demonstrated to be an effective approach to bridge boundaries, and to get commitment from key actors and opinion leaders as well as to leverage knowledge, both research-based and experience-based, in parallel. This paper will analyse similar results that can be observed in cooperation on the topic of conservation and regional sustainable development between various public sectors at regional level as well as inter-regional level.

Knowledge is an unmeasurable modality and can be inferred only through participants' capabilities that are manifested in observable action.¹⁹ Knowledge will here be understood as information given in a specific context, creating free scope for a justified true belief and gives someone the capacity to act. This paper will discuss the outcome and the results of the projects. Cultural built heritage is strongly linked to contemporary political and economical structures and development of society.

¹⁷ The cross-sectoral network consisted of the County Labour Market Board, County Administrative Board, Regional Museums of Halland and the Halland Vocational Committee of the Construction Industry.

¹⁸ See e.g. Adler and Schani 2001; Adler et al. 2004.

¹⁹ Schenkel 2002.

In addition, several researchers have already described some fundamental changes in the social production of knowledge.²⁰ This includes analysis and understanding of who is involved in the production of knowledge, the process of knowledge production, and its use. Here, on the other hand, the question was to assess who produces new knowledge for whom and, considering this knowledge — how the cultural-heritage sector can collaborate more effectively with other sectors? Pettigrew emphasizes that there is no one best way in which to frame, produce, disseminate, and use knowledge, nor is there a model available for transferring knowledge.²¹

Regional planning and development, as in many other fields, and lateral relationships involved across boundaries, have grown increasingly important rather than hierarchical administrative structures. In this paper, a model is presented that takes account of borders crossing geo-political regions as well as co-evolution of technological and institutional transformation. This experience presented is based empirically on two earlier performed regional development projects, elucidating these processes.

The purpose of the paper is to describe an alternative approach to bridge multiple governing logics by learning from the experiences of the Halland Model and to discuss these initiatives that have been made to compensate for drawbacks of functional specialisation and sub-optimisation processes. This paper elaborates on how concepts in line with emerging management theories of network organisation can be applied to muster enough support and resources for pro-actively making cultural heritage a core component in regional development instead of being a troublesome obstacle to modernisation and economic growth. Of interest to study is the impact of collaborating research in an international environment of researchers and practitioners from the public as well as the private sectors. What new knowledge was learnt? What experience was developed and implemented in future activities? What experience failured in implementation? Further, to examine how to manage the strategic use of investments in conservation of built cultural heritage in an instrumental way, as a catalyst factor for sustainable development and regional growth.

²⁰ E.g. Pettigrew 1997; 2001.

²¹ Pettigrew 2004.

The Halland Model



Baltic Sea region with 1 Halland and 2 Olsztyn

In the early 1990s a large shipyard in the province of Halland in Sweden was closed. The timing was after all fortunate since the construction industry was then booming and demanding more workers. The Vocational Committee of the Construction Industry, together with the County Labour Market Board, therefore started programmes for the retraining of unemployed shipyard workers to become building construction work-

ers.²² Huge investments were made for employing teachers, in renovating premises, purchasing machinery and tools, etc. Not more than a couple of years later the general boom turned into a deep recession, with massive unemployment, not least in the construction industry which also involved the province of Halland.

When observing the stretched economy of Sweden with its strained labour market, the conservation officers in Halland immediately assumed that the Swedish Government would launch a well-funded programme for retraining the construction workers. The Regional Museums of Halland therefore took the initiative and presented a list of historic buildings at risk which could be suitable for public relief work.²³ The innovating contribution was that the list contained not just information about historic values, but also what kind of work that was above all required as well as assessments of numbers of workers required.

There was no earlier history of such strategic and continous collaboration between the cultural heritage sector, the building industry and the labour market sector. The cultural heritage sector would now have to enter competition for unemployment subsidies with projects such as a new hospital and renovation of day-care centres. The cultural heritage sector therefore took great care in providing facts and figures that demonstrated that the programme they suggested would provide an impressive number of unemployed construction workers with new jobs or places in training. These arguments convinced the County Labour Market Board that more employment could be created in the conservation of historic buildings than the other proposed construction schemes.²⁴ Another, po-

²² The Vocational Committee of the Construction Industry (Byggnadsindustrins Yrkesnämnd) consists of the the Swedish Construction Federation (Sveriges Byggindustrier) and the Swedish Building Workers' Union (Svenska Byggnadsarbetareförbundet). They reach annual agreements concerning the contents in training programmes for construction workers. A three years' upper secondary school education is followed by a period of almost three years of apprenticeship before they become skilled workers and fully paid. The Construction Federation represents the interests of the construction industry in Sweden. It is the trade and employers' association of the private construction companies. The Swedish Building Workers' Union is the trade union organisation for all those working in the construction sector.

²³ Gustafsson 1992.

²⁴ All together the proposed conservation projects in the list implied hundreds of jobs for unemployed construction workers, whereas the construction of a new hospital only consisted of employment for fifty construction workers and the renovations of schools and day-care centres had longer takeoff runs.

litically compelling argument was that the conservation projects would not interfere with competition on the open market and detract jobs from contractors. All these good arguments made the cultural heritage sector an indispensable partner for labour market authorities, the labour unions, and the construction and building industry in fighting the unemployment threatening the region. From there on, *the Halland Model* unfolded. For the following collaboration it became critical to define mutually accepted clear and delimited roles so that the different partners could trust and rely on each other.

Generalisation of the Halland Model

The overall aim for the Halland Model was developed from merely labour market and conservation policies to promoting sustainable development and regional growth. According to this, conservation, restoration and rehabilitation of the historic buildings acted as catalysts. The buildings after their conservation was completed were given new functions that were of importance for regional sustainable development. The selection of functions became successively more important in the choice for conservation objectives.²⁵ The work on the methodology was carried out as part of a Ph.D. programme at the GMV Centre for Environment and Sustainability at Chalmers University of Technology and Göteborg University in Göteborg, Sweden.²⁶ The programme gave access to contemporary research and contact with researchers in, for example, management, cultural economy, and conservation. Surveys on the regional impact of the regeneration scheme were carried out and gave the impetus for new concepts in relation to the regional cultural heritage discourse. The concepts clarified the importance of investments in the upkeep of the cultural environment for the generation of employment, and attraction for visitors and investors. The methodology used a boundary-spanning approach that nonetheless

²⁵ Gustafsson et al. 2007.

The Centre for Environment and Sustainability, GMV, in Göteborg, Sweden is a network organisation at Chalmers University of Technology and Göteborg University. GMV promotes research and education for sustainable development. GMV creates and encourages research projects and multidisciplinary initiatives. Cooperation with the business community in western Sweden, as well as the provision of information and education to the general public, are part of GMV's brief. Both research and training are firmly founded in existing scientific disciplines and more than 400 scientists are involved in GMV's research network.

permitted each partner to regard the regional cooperation as 'his' project. From the labour market board's perspective it was an important employment project; from the contractors' perspective it was an effective training project for young apprentices; and from the cultural heritage sector's perspective it was a good way for saving historic buildings at risk and for handing-on traditional building techniques to a younger generation. The surveys showed that also other sectors understood the scheme's impact for their activities, such as tourism, environmental conservation, commercial policies, education and training.²⁷ The method's multi-problem-oriented approach implied that several of the public sector's objectives could be fulfilled in just one restoration project. Through the establishment of the networks, the cultural heritage sector in cooperation with representatives of the regional labour market board would be able to work pro-actively and collectively as a driving force for regional sustainable development and economic growth.

The initial success of *the Halland Model* in creating jobs, conserving and developing craftsmanship, and saving valuable buildings has led to international attention for this boundary-spanning approach and made its proponents set aims even higher by including such additional issues as strengthening democracy and cultural diversity.

Export of the Halland Model

In 1995 an EU organisation based in Dublin was commissioned to present to the three new member states: Austria, Finland and Sweden. ²⁸ *The Halland Model* was one of ten Swedish projects and the only one (of a total number of thirty) which included cultural heritage issues. The model and its network were presented at various EU-meetings and conferences. Still then, cultural heritage was often considered in Sweden as a general obstacle for development. Many of the representatives of the cultural heritage sector, still believed that their main role was to defend 'unethical' modifications to cultural heritage and to counteract the 'far-too-fast' pace of changes.

²⁷ Gustafsson 2003.

²⁸ European Foundation for the Improvement of Living and Working Conditions 1996.

Pilot Project in Olsztyn

In 1997, the Swedish Government allocated no less than US \$3,500,000 to *the Pilot Project Halland Model in Olsztyn.*²⁹ The *Pilot Project* was the very first project which was funded by the Swedish Government's special programme for new ventures aiming at sustainable development in the Baltic Sea Region. The decision was expressly made by the Swedish Prime Minister.

While preparations for the pilot project were underway in 1996, responsible politicians in Olsztyn distinctly expressed that they were not interested in heritage. Instead the Polish decision-makers emphasised how important it was to establish a regional balance in their country and to create activities in regions suffering from economic decline.³⁰ While the focus for Polish politicians was to bring down the sky-high rate of inflation, further creation of new jobs, and to solve uncontrolled domestic migration where young skilled people moved to Warsaw and other bigger urban areas, for poor regions like Olsztyn it was important just to find a positive injection for its inhabitants, and especially for the young people. The conclusions from the first meeting during the preparations for the pilot project were that *the Halland Model* might be an important instrument for creating activities in the province of Olsztyn. The participating politicians understood that this model might establish a supporting structure to make the region more attractive for young people to stay there.

Over a period of four years there was an exchange of knowledge and experience in order to implement the cross-sectoral network for regional development according to *the Halland Model*. The model had to be adjusted to conditions in Poland. The main concern of this pilot project was to test whether regional cooperation between various public sectors working with a multi-problem-oriented approach was possible. If so, the aim would be to establish this partnership in the whole Baltic Sea region.

For *the Halland Model* the definition of the project as "a regional development project", instead of just "a labour market and building conserva-

²⁹ Olsztyn is a city in northeast Poland and capital of the Warmian-Masurian Voivodeship since 1999, previously Olsztyn Voivodeship. Gustafsson 2000; Boston Consulting Group 2004.

³⁰ Gustafsson 1999.

tion project" opened up new doors to the most important decision-makers in the public sector of the region: e.g., the county governor, the county council commissioner, the president of the assembly of local authorities, as well as the mayors, and later on the Swedish Government.

In total, three buildings were rehabilitated in Poland, as follows:³¹

- 1. A manor house was converted into a regional museum of nature and a regional centre for studies in ecology. Students from various parts of the region travelled to the centre for ecology classes, and it has received attention and even adults are trained.
- 2. A dwelling house in an earlier Jewish district was rehabilitated and was converted to the regional Baltic Sea Centre where many different organisations are cooperating (regional development offices, chambers of commerce, library, etc.).
- 3. In the small town of Olsztynek, the cellars in the medieval castle were conserved, and regained their splendour in gothic style. At the same time an environmentally harmful coal boiler was closed, and since completion of works this cellar has been used as an international youth centre.

Surveys were carried out to evaluate various effects of *the Halland Model*.³² It was demonstrated, that the community impact of the *Pilot Project Halland Model in Olsztyn* was considerable also in Polish regions.³³ The conservation's impact for sustainable development, cultural diversity, and strengthening of democracy was discussed between decision-makers and stakeholders within seminars in the knowledge and experience exchange.

The cultural attaché at the Swedish Embassy in Warsaw has reported that the most important contribution of the Pilot Project *the Halland Model* in Olsztyn was to strengthen the democratic development and therefore its importance for the whole of Poland.³⁴ Poland's history is

³¹ Gustafsson 1999.

³² Ibid; Gustafsson 2003.

³³ Gustafsson 2000.

³⁴ Larsson 1999.

formed by their different cultures and two hundred years of war, occupation and revolt. Cross-sectoral and multi-problem-oriented networks created in line with *the Halland Model* gave the Olsztyn region opportunities to establish collaboration structured in solving a multitude of problems and further, to create a common base for a democratic structure in the region. All municipalities were involved in the procedure of selecting conservation projects.

The cross-sectoral approach required great demands on co-funding. This was only practical through the introduction of a new procedure of decision-making.³⁵ For most participating partners, and their representatives from various levels, it was the first time they collaborated with other public sectors. It was also the first time they were responsible for decisions made within a project. This implied that the participants would have to clarify their roles as politicians, as civil servants, or as company-based managers.

Several surveys of the Pilot Project *the Halland Model* in Olsztyn demonstrated that the project had significantly benefited regional development and led to positive consequences within a number of strategic areas of society, and was both socially and culturally important.³⁶ This may be summarised in the following areas of governance:

Regional development, i.e. largely a regional economic balance, counteracting fluctuations of:

- industry and construction trades (i.e. increased productivity and employments);
- education and training needs of the construction industry (i.e. increased training provision based on collaboration between the construction industry, especially concerning SMEs and NGOs);
- supply of improved premises suitable for new activities;
- cultural built heritage;
- traditional craftsmanship, continuation of traditional crafts, including development of preventive preservation skills, with conservation

³⁵ Larsson 1999; Boston Consultant Group 2004.

³⁶ Gustafsson 1999; Larsson 1999; Boston Consulting group 2004.

to be integrated within new construction competencies;

- environmental protection;
- tourism; and arts, cultural life as well as youth activities.

Strengthening of democracy. *The Halland Model* has served as a contributing instrument in creating democracy:

- clarified the roles between politiceans, civil servants and company based managers;
- a bottom-up perspective instead of a top-down one.

Cultural identity. Since valuable historic buildings at risk and cultural ambiences have been protected, preserved, and rehabilitated, cultural identities and various kinds of intangible dimensions have been strengthened both at individual and collective levels:

- unemployed workers have been enabled to re-enter the labour market through meaningful measures, coming out of unemployment as stronger individuals;
- personal ties and various relationships for mutual learning and exchange have been kept or established; and
- increased mobility of the construction workforce has been established across the Baltic Sea region, between regions and states which earlier were not coherent.

Testing the Halland Model under different circumstances in Sweden and Poland has demonstrated that the cultural heritage sector was able to take the role as a leading actor in cross-sectoral networks aiming at a sustainable development with a multi-problem-oriented approach. However, the Pilot Project the Halland Model in Olsztyn also indicated the importance of such networks for strengthening of democracy. This has lead to an increasing interest from the political perspective at national level, both in Sweden as well as in Poland.

In the 1990s the cultural heritage sector in Sweden did not find it appropriate to see its activities as a part of regional development. Several representatives still regarded that the aim of the sector was to hold a passive, reactive role, rather than a proactive one, in the process of regional

development. In 1999, the person in charge of the analysis of the sector's relation to regional development at the National Heritage Board was against the idea that the cultural heritage sector would take such an active role. She regarded involvement in or close collaboration with development projects as too risky and that a considerable amount of valuable historic property might be destroyed. The surveys of the Halland Model made the regional impact clear, which implied the network was stronger at the regional level. The governor of Halland County considered it 'untouchable' during a period of public savings. In a situation when projects financed by public means were to close down or reduce their activities, the Halland Model could continue in an approximately unreduced scale depending on its track record, based on the surveys and research.

The Halland Declaration

In 1999, the international conference Restrade was organised at Halmstad, Sweden on how conservation of built heritage can be a driving force for regional strategic development and how EU Structural Funds can contribute to the funding of such programmes.³⁷ The conference was concluded with an unanimous acceptance of the "Halland Declaration".³⁸ This document states that it is important for 'new' structural funds to be available for the safeguarding of architectural monuments within the EU. This declaration was then sent to the EU Commission and all governments, national heritage boards and labour market authorities within the EU. The aim was that this Declaration would have a long-term positive effect on EU cultural and environmental policies and be a factor in causing new structural funds to include cultural heritage as a priority area.

Preparations for a Wide Diffusion of the Halland Model

After conclusion of the Pilot Project the Halland Model in Olsztyn the Swed-

Among the speakers representatives were present from the EU Commission, the Swedish Permanent Representation in Brussels, the Swedish National Heritage Board, as well as educational and research institutions. Participants (c. 200) included: Directors General of National Heritage bodies in Sweden, Great Britain, Estonia, Latvia, Lithuania, Kaliningrad, Poland, Malta, as well as heads of National Labour Market Boards from the Baltic States and Poland. The conference was chaired by former Internal Affairs Minister, Ambassador H.E. Bent K.A. Johansson.

³⁸ Gustafsson 1999.

ish Government decided to implement and spread this model throughout the Baltic Sea region. The following project *Balcon* was funded by the Swedish Ministry of Foreign Affairs and not by the Ministry of Culture.³⁹ The reason was that the previous project — i.e. *the Halland Model in Olsztyn* -was regarded by the Swedish Government as a successful project in strengthening democracy and regional development and not primarily as a project for preservation and conservation.

In 1999, several seminars on Cultural Heritage and Regional Development were organised in Poland by the Regional Museums of Halland. In 2000, five more seminars were organised in the Baltic States.⁴⁰ For example, a seminar was held at the Russian Ministry of Culture in Moscow with the aim of declaring the Russian province of Kaliningrad as a "cultural emergency area." As a result, the so-called Moscow Resolution was signed by the participants.⁴¹ This was, among other initiatives, an appeal to the Russian government to invest in the cultural heritage of Kaliningrad, and a declaration that the province of Kaliningrad would give priority to cooperation efforts, according to the Halland Model.

Balcon – Development through Conservation of Cultural Heritage in Poland, Lithuania and Kaliningrad

The cooperation that started as the Halland Model in Sweden had in 2001 developed into the international partnership *Balcon*. The objective of the *Balcon* project was to make decision-makers aware of the importance of community impact on investments in conservation projects of built heritage, involving aspects of sustainable development – with especial attention to socio-economic growth. Further, this also implied that representatives of the cultural heritage sector themselves had to realise their role and importance for society at large, in particular when considering sustainable development. The idea was that each participating region would present at least one conservation project to be given priority in regional development

³⁹ Balcon is an accrynom for "development through CONservation of cultural heritage in the BALtic Sea region."

⁴⁰ These seminars were jointly financed by the organisers themselves, the EU and the Swedish Government.

⁴¹ Gustafsson 2000.

programmes. The result was amazing. For example, one of the participating regions had allocated €300 million for tourism, conservation and revitalisation projects from a grant received from the EU Structural Funds.⁴² Projects estimated as being of specific regional importance were recipients of EU support in the region of €1.6 billion, which means that 18.75 per cent of the total budget was allocated to conservation projects.

As part of the *Balcon* project, a set of eight one-week seminars was organised. The discussions concerned the role of cultural heritage for sustainable development, composing strategic plans for such issues as how to build cross-sectoral networks, how to work with multi-problem-oriented objectives, project management, and contacts with politicians. Specific attention was given to the EU regional cohesion policy.

As a result of the seminar held in Moscow, the Regional Kaliningrad Duma received from the Russian government one million US\$ for conservation of historical monuments. It was the first time that Kaliningrad had received such a subsidy from federal level. It is noteworthy that the Russian government grant provided funds to save even the originally Prussian cultural heritage. In 2003 a similar seminar was organised in Moscow under the auspices of the Russian Human Rights' Commissioner. After this seminar, the Commissioner sent a letter to the Russian president wherein he emphasised the importance of investments in cultural heritage, supported by cross-sectoral networks and cooperation.

After each seminar an evaluation was carried out in which the participants answered a number of questions.⁴³ During the final seminar, an evaluation of the whole project was accomplished. Ninety percent of all participants involved declared that the *Balcon* project had led to increased knowledge of national, regional and local governance in their own countries.⁴⁴ All participants stated that their knowledge increased about governance in the other Baltic Sea states. Regarding the legal system in their own countries, seventy-five percent of them stated that the project had led to an increased knowledge. According to ninety-five percent, knowledge of legal systems in other states involved had increased significantly. All of

⁴² The Regional Development Programme for Dolnaslaskie (Wroclaw).

⁴³ Regional Museums of Halland.

⁴⁴ Gustafsson 2004.

them agreed that the seminars had contributed to an increase in their interest of cross-sectoral networking. Most participants (75%) said that they were more interested in collaboration with the labour market sector than before their experiences from the *Balcon* project. The cultural heritage, as well as the training sectors, were also potential partners for cooperation at regional level (65% and 60%, respectively), followed by public bodies within the social services (45%). However, only thirty percent said that they wanted to increase collaboration with the tourism sector.

The UN World Summit in Johannesburg in 2002 presented *Balcon* as one of hundred best-in-practice international projects that actually had succeeded in "linking the green agenda to the brown"⁴⁵ — i.e. cooperation between environmental protection and urban regeneration or population issues. ⁴⁶ *Balcon* was aimed at improving politicians' qualifications and leading public representatives on the eve of EU enlargement.

Failed implementation

In spite of the positive outcome of the evaluation of participants in the preparatory seminars, the model was not implemented in their own regions. The Pilot Project Halland Model in Olsztyn aimed at the conservation of three historic buildings in Poland, based on the methodology developed in Sweden. The overall aim of the following Balcon project was to train decision-makers, stake holders and end-users in this methodology to enable them to establish cross-sectoral networks and to design conservation projects. At the time of realisation of the Pilot Project Halland Model in Olsztyn and the Balcon project there was a close collaboration established between the Swedish partners and their partners from the other side of the Baltic Sea. In that context, with close cooperation and developed trust among the participants, there were no major problems with the implementation of new knowledge. When the projects were completed and the funding expired the situation was different. The participants involved could not maintain any further their contact established during the project phase, and other regular issues were understood to be more urgent

⁴⁵ Allen and You 2002

⁴⁶ Allen and You 2002.

after project conclusion.

The delegation from Kaliningrad understood after a while that they were not ready for conservation projects such as had been discussed at the seminars arranged by the *Balcon* project. The political situation was not solid enough, and the various public sectors did not have enough experience to enable them to set up joint ventures of the size demanded, further the knowledge and planning of cultural heritage were not sufficiently developed. Instead the decision-makers concentrated on reorganising the cultural heritage sector from scratch, with inventories and documentation as the basis for general plans. The *Balcon* participants from Kaliningrad began to prepare a new law in which the importance of cultural heritage for sustainable development and its significance for human rights would be emphasised. The participants were also involved in the proposal for the new cultural heritage laws to be adopted in Poland and Lithuania.

One of the most important reasons for the failure to implement new knowledge in participating regions from the Baltic Sea countries was the continuing change in the group of participants. The realisation of the projects took several years and during this period some politicians were replaced after losing elections. Simultaneously their supporting civil servants were replaced, which lead to discontinuity and that knowledge exchange had to restart several times. This lead to an important lack of capacity in the partnership, since they were still responsible for carrying on the implementation of the cross-sectoral and multi-problem-oriented approach, after completion of the projects in their regions. New participants did not learn enough from the previous participants of the *Balcon* project.

Concerning the problems with implementation at regional level, several representatives from the cultural heritage sector in the *Balcon* project mentioned those observed with the joint ventures together with the labour market sector. They expressed that they did not have any ideas about how to establish such collaboration.⁴⁷ Even if the labour market sectors in Poland, Lithuania and Russia do not have the same number of resources as the Swedish system, they still have money earmarked in their budgets for training programmes for unemployed people.

Another issue to be observed is the minor interest expressed for taking actions from the side of the political leadership. Several participants commented that it took too long a time for politicians to make decisions. Constant changes of government also have resulted in political unstability. "The politicians are not interested in participating in cross-sectoral collaboration and they do not understand the value of cultural heritage," as one of the participants said. A third problem was the shortage of resources: time and money. The participants had experienced that they neither had enough time for fund-raising nor for project planning (including making feasibility studies, surveys of quantities and qualities). Even if Poland and Lithuania are nowadays full members of the EU and their regional cohesion policy is characterised by the EU regional development programmes and Structural Funds, the regions participating had not succeeded in giving the cultural heritage sector a central role that might act as a catalyst for sustainable development.

Conclusions and recommendations

The aim of this paper is to describe new approaches to set about boundary-spanning challenges for regional sustainable development and uses as a starting-point experience from two specially tailored networks that have been working proactively with a jointly organised formula of cultural heritage and sustainable development. This project has demonstrated winwin situations, especially for the cultural heritage sector.

May be the most important long-term benefit from these projects might become knowledge—gained by the participants from the cultural heritage sector, that they can be involved, and form an important part of regional sustainable development. They have to act by themselves to take the initiative as a catalyst for sustainable development and a successful method to do this is collaborating research. Another important long-term effect is that leading politicians and other kinds of decision-makers have observed cultural heritage in this perspective and hopefully will understand its potential for future planning of regional sustainable development.

Accordingly, the participants have designed regional cross-sectoral net-

works which are working multi-problem-oriented, and based on projects aiming at restoration and conservation of historic buildings. The knowledge gained on the short-term consequences for the regional labour market has reached acceptance, but also the importance of maintenance, conservation and rehabilitation of the cultural built heritage for regional sustainable development in the long-term, and the importance of cultural heritage as an attraction for tourism, for new inhabitants and new enterprises.

An important lesson learned from this paper is that the impact of collaborating research and that a successful project might be developed by close collaboration between researchers and practitioners from public and private sectors. The empiric data used by researchers has been developed within the project and by formation of concepts the results have been presented in new environments for decision-making. The new concepts were closely linked to the other sectors' linguistic usage, which lead to a better description of the overall objectives, but also to a broader interest and understanding for the conservation project's results. *The Halland Model* started in its own dimension and slowly its history was unfolded through experiences, surveys, the introduction of new ideas and the objectives were increased to regional sustainable development. It could not have been possible to start the other way: neither the cultural heritage sector, or the decision-makers, or the stake-holders were ready for this.

For the development of *the Halland Model*, it was important that concrete outcome and results of the conservation projects had a higher quality than the conventional conservation. No period of introduction with poor results would have been allowed. There is always a resistance for innovation and changes from actors with power at the moment.

The collaboration with other sectors with objectives which were understood to be in opposition to the cultural heritage sector was not popular amongst several of the colleagues in the beginning. New concepts and cross-sectoral networks with a multi-problem-oriented approach implied that other sectors felt responsible for the scheme: for example, the Swedish Ministry of Foreign Affairs instead of the National Heritage Board. This position was of importance when introducing the ideas in other countries; the scheme was representing Sweden, a financially strong nation, and not

only a region.

The Pilot Project Halland Model in Olsztyn was carried out as a pilot project, aiming at testing if a successful Swedish joint venture project could be implemented and translated into other political, cultural and economical circumstances. The surveys made during and after the completed restorations clearly showed that the implementation was possible. One reason for this was the close contacts and connections between the leading politicians from regional and local authorities in Swedish and Polish regions. They had had an almost twin-region relation for several years and were very motivated for this inter-regional collaboration. Some of them had also become friends. The Pilot Project Halland Model in Olsztyn was a decision made by the Swedish Prime Minister together with his Polish colleague, and that gave the project the highest priority among the decision-makers as well as the participants and motivated them to do their best. The project was organised in six working groups where Polish and Swedish colleagues met and discussed conservation specialists' issues, labour market policy, architects' topics, etc. Practically all the people that had a role for the implementation of the project, also took part in the inter-regional exchange of knowledge and experiences, and felt important and were motivated to learn.

Of the regions taking part in *Balcon* it was only politicians from Warmia Mazury and Kaliningrad that had a strong connection with their Swedish colleagues at regional and local levels. The professionals from the other regions had to fight harder to get their politicians to listen to them. Compared to *the Pilot Project Halland Model in Olsztyn* there were fewer participants altogether in the *Balcon* project. It aimed at certain target groups and key-players at the regional level. However, this led also to a heavy responsibility for them after finishing the project and some did not have a sufficiently strong position at regional or local levels.

Another important factor was that simultaneously Lithuania and Poland became new mem-bers of the EU facing a phase of prosperity that probably had not been seen before. The politicians' focus, as well as that of professionals, had changed. This might also be an im-portant challenge for *the Halland Model* in the future: to upgrade the experiences as an active actor during periods of recession as well as of global competitions

between regions. Cross-sectoral networks working with a multi-problem-oriented approach, might find new and more important roles. It is gradually beginning to be understood that a built environment, especially cultural heritage, is significant as a location factor for new inhabitants, and especially young, well-educated and creative people. The challenge is therefore to form new strategies for regional growth, understanding the role of cultural heritage as an important asset.

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Modelling Experiences from Regional Development and Learning Districts using Built Cultural Heritage and Collaborative Management Research

Christer Gustafsson

This contribution presents a model for preserving built cultural heritage that has been furthered by the organisation of a collaborative network under specific circumstances during the recession of the 1990's in Sweden, as well as in Poland during the post-communist period and the period before became a member of the European Union (EU).1 In Sweden, the Halland Model was initiated as a regional network aimed at counteracting unemployment by investment in conservation of historic buildings.² Surveys demonstrated the impact of these networks on sustainable development,3 and the aim therefore was enlarged to promote regional development in general.4 Such networks can be seen as applications of emerging theories and models for how projects, networks, and organisations are designed and managed. These kinds of theories emphasise that models for managing activities in closed impermeable hierarchies are increasingly becoming unwieldy. The organisation of activities

¹ The author is one of the founders of the Halland Model and member of its steering committee since 1993. He has described the development of the cross-sectoral cooperation the Halland Model in several occasions. Since this paper is targeting towards a new group of readers, the cooperation is carefully described one more time.

² Gustafsson 2003.

³ Sustainable development is defined as a development which is sustainable with economic, social and environmental circumstances.

⁴ Gustafsson 1993; Gustafsson 2003.

in networks, and as partnerships, is therefore attracting more attention. The experience reiterated below demonstrates how conservation management might benefit from such a perspective.

The empiric data underpinning this paper consists of the development of the Halland Model, from a regional joint venture into an international partnership. The three mottos of the Halland Model initially were the saving of jobs, craftsmanship and buildings. An additional motto later was added: the activities in the improved premises resulting from the Halland Model interventions would also be of importance for regional sustainable development. Soon the cooperation developed into a regional cross-sectoral joint-action-network, aiming at regional sustainable development within structured conservation projects.

The first initiative from this network was to form a new organisation to deal with this boundary-spanning challenge. The Halland Model developed an increasingly effective and refined organisational structure, with a steering committee, conservation teams, design groups, training programmes, and construction site managers.⁵ Ten years later these conservation projects resulted in:

- Conservation of c. ninety historic buildings;
- Employment of approximately 1,100 of the region's 3,600 building construction workers in various conservation projects;
- Training of almost 800 apprentices in traditional building techniques, and certification of 100 further apprentices, to become fully-paid skilled workers;
- Creation of 235 new jobs at the improved premises and buildings.

The red tape running through this paper is the notion that the conservation profession and the historic buildings sector will have to adapt, cooperate and act pro-actively to deal effectively

⁵ Gustafsson 2003.

with challenges posed by society – locally in a region, as well as nationally and globally – to be prepared for dynamic and ongoing change.⁶ With the aim to bring conservation of cultural heritage to the centre of the regional development agenda it was necessary to introduce a new approach. A method developed to cope with complex and boundary-spanning problems in profoundly professional circumstances. One possible way to find acceptance from different stakeholders was to use a collaborative research process. The first evaluation of this regional network demonstrated considerable regional impact, especially for employment and preserving built cultural heritage.⁷ At that time the author contacted researchers at University of Gothenburg, Chalmers University of Technology, as well as Göteborg Business School, to initiate research on regional impact of the *Halland Model*.⁸

Research field

In Europe, issues of knowledge production and technology transfer have moved to the forefront of attention in economic, social and industrial policy, and research and technological development. As the sources of future development increasingly derive from innovation, attention must be paid also to non-traditional sources that have the potential to become the basis for construction of new business and social models as well as the re-establishment of old ones.⁹

This problematic legacy calls for a relevant problem-oriented and scholarly-scientific cross-disciplinary methodological approach to enable achieving a profoundly needed breakthrough in progressive and sustainable resource management of built

⁶ Avrami 2000; Calami and Sechler 2004.

⁷ Gustafsson 1996.

⁸ Gustafsson is a doctoral candidate at GMV Göteborg *Centre for Environment and Sustainability* at Chalmers University of Technology & University of Gothenburg.

⁹ Etzkowitz 2002.

cultural heritage. The concept of integrated conservation, ¹⁰ with its material and social dimensions, enables the identification of appropriate means to deal with contextual and complex issues of planning and interventions after identification of human values related to urban structures of vernacular built environment. The crucial understanding of the cultural landscape as an integrated material, economical, and social resource, and in respect of its differentiation as well as continuity, highlights the need of long-term resource conservation and its close relation to the concept of sustainable urban development. ¹¹

Overall strategies and structures are governed by the prevailing political system and by dominant assumptions about handling complexity by breaking the community impact from investments in conservation to its components through hierarchies with defined borderlines and clear responsibilities, aimed at achieving efficiency by means of functional specialisation. New problems that cannot be solved in existing structures are most often solved through introduction of new institutions with new responsibilities and introduction of new clear borders. 12 The multitude of borders. responsibilities and highly-specialised governmental institutions on different hierarchical levels and in various geographic locations often create an uncertainty and significant challenges in handling difficult situations, boundary-spanning issues and problems. The introduction of new strategies therefore faces these challenges and it is often possible to succeed within one single institution but seldom between multiple institutions. In addition, each institution has determined its own responsibilities using a number of specifically selected, functionally specialised professional groups. creating additional borders and boundaries. However, research on problems associated with institutional responsibilities is

¹⁰ Integrated conservation is a well-developed theoretical scholarly-professional discourse and multi-disciplinary-oriented platform. It has gradually become a well accepted general approach to conservation applications in planning at various levels of society, but notably in direct interface with citizens and respecting historic dimensions, local identity and a profoundly humanistic attitude to heritage, especially intangible multi-factor quality.

¹¹ Hassler et al. 2004.

¹² Keating and Hertzman 1999.

seldom based on contemporary institutional and/or professional structures and the indicators and models that may emerge from successful research endeavours will not automatically match institutional or professional structures. Consequently, they may be problematic to develop into sustainable coping strategies.

Problem formulation

An emerging and systematic inquiring process based on a true partnership between researchers and actors was established in the Halland Model. 13 This kind of approach is based on the idea of engaging various actors in the very research process in order to co-create possible coping strategies as a consequence of clear indicators and models based on research and extensive experiences of actual functions of the system. Research approaches with the intention to jointly develop handling situations with complicated strategies have been extensively explored in large companies.¹⁴ This has been demonstrated to be an effective approach to bridge boundaries, and to provide commitment from key actors and opinion leaders as well as to leverage knowledge, both research-based and experiencebased, in parallel. This paper analyses similar results that can be observed in cooperation on the topic of conservation and regional sustainable development between various public sectors at the regional as well as the inter-regional levels.

Knowledge is an immeasurable modality and can be inferred only through participants' capabilities that are manifested in observable action. ¹⁵ Knowledge will here be understood as information given in a specific context, creating free scope for a justified true belief and gives someone the capacity to act. This paper discusses the outcome and the results of the conservation projects within the *Halland Model*.

¹³ The cross-sectoral network consisted of the County Labour Market Board, the County Administrative Board, Regional Museums of Halland and the Halland Vocational Committee of the Construction Industry.

¹⁴ See e.g. Adler and Schani 2001; Adler et al. 2004.

¹⁵ Schenkel 2002.

Built cultural heritage is strongly linked to contemporary political and economical structures and development of society. In addition, several researchers have observed some fundamental changes in the social production of knowledge. This includes analysis and understanding of who is involved in the production of knowledge, the process of knowledge production, and its use. Here, on the other hand, the question was to assess who produces new knowledge for whom and, considering this knowledge — how the cultural-heritage sector can collaborate more effectively with other sectors?

The Halland Model

In the early 1990s a shipyard was closed in the province of Halland in Sweden. The timing was after all fortunate since the construction industry was booming in the same period, demanding expansion of workforce. The Regional Vocational Committee of the Construction Industry, together with the County Labour Market Board, therefore started programmes for the re-training of unemployed shipyard workers to become building construction workers. Massive investments were made for employing teachers, in renovating premises, purchasing machinery and tools, etc. Not more than a couple of years later this general boom turned into a deep recession, with massive unemployment, not least in the construction industry also involving the province of Halland.

When observing the stretched economy of Sweden with its strained labour market, the conservation officers in Halland immediately assumed that the Swedish Government would launch a well-funded programme for retraining the construction

¹⁶ The Vocational Committee of the Construction Industry (*Byggnadsindustrins* Yrkesnämnd) consists of the the Swedish Construction Federation (*Sveriges Byggindustrier*) and the Swedish Building Workers' Union (*Svenska Byggnadsarbetareförbundet*). They reach annual agreements concerning the contents in training programmes for construction workers. A three years' upper secondary school education is followed by a period of almost three years of apprenticeship before they become skilled workers and fully paid. The Construction Federation represents the interests of the construction industry in Sweden. It is the trade and employers' association of the private construction companies. The Swedish Building Workers' Union is the trade union organisation for all those working in the construction sector.

workers. The Regional Museums of Halland therefore took the initiative and presented a list of historic buildings at risk, which might be suitable for public relief work.¹⁷ The innovating contribution was that this list contained not just information about historic values, but also what kind of work that primarily would be required as well as assessments of numbers various kinds of workers required.

In this situation the historic buildings sector did not argue in the usual ways in favour of preservation and conservation of built cultural heritage, but rather it offered the construction industry and the labour market sector job opportunities. This was exactly what was demanded from their side and opened up for trading resources between sectors and industry-based specific needs and values. The labour market board was in the position to offer financial resources, but was not able to create new jobs by itself; someone was needed to spend the economic assets made available and the historic buildings sector was the most suitable partner depending on the fact that conservation projects are job intensive.

When the historic buildings sector had understood its potential role and developed a methodology, becoming capable to express its values, needs and resources in a way understandable for the labour market sector and the construction industry, this implied that the historic buildings sector because the recipient of financial resources, and was made capable to reach its target; to protect historic buildings. All historic buildings conserved and restored in the *Halland Model* had been threatened by demolition or lack of maintenance, and most of them would have been destroyed without this cross-sectoral cooperation. One of the benefits with building conservation is the very symbolic moment when a building is inaugurated, and these declined objects were given a continued life with new activities in improved premises thanks to the conservation projects of the *Halland Model*. This was a good

opportunity for politicians and policy-makers to cut the ribbon and to be associated with the good news of rescuing threatened historic buildings.

There was no prelude of such strategic and continuous collaboration between the historic buildings sector, the building industry and the labour market sector. The historic buildings sector would then have to enter competition for unemployment subsidies with other projects - such as a new hospital or renovation of day-care centres. The historic buildings sector therefore took great care in providing facts and figures that demonstrated that the programme they suggested would provide an impressive number of unemployed construction workers with new jobs, or places in training. These arguments convinced the County Labour Market Board that more employment was possible to be created in conservation of historic buildings compared to other proposed construction schemes. 18 Another, politically compelling argument was that the conservation projects would not interfere with competition in the open market or detract jobs from contractors. All these good arguments made the cultural heritage sector an indispensable partner for labour market authorities, the labour unions, and the construction and building industry in fighting the unemployment threatening the region. From then on, the Halland Model unfolded. For following collaboration it became critical to define mutually accepted clear and delimited roles, so that various partners could trust and rely on each other.

¹⁸ All together the proposed conservation projects in the list implied hundreds of jobs for unemployed construction workers, whereas the construction of a new hospital only consisted of employment for fifty construction workers and the renovation of schools and day-care centres were scheduled to have longer take-off periods.

Generalisation of the Halland Model

The overall aim of the Halland Model was developed from merely labour market and conservation policies for promoting sustainable development and regional growth in general. According to this situation, conservation, restoration and rehabilitation of historic buildings acted as catalysts. The buildings after their conservation was completed were given new functions of importance for regional sustainable development. The selection of functions successively became more important for the choice of conservation objectives. 19 The work on the methodology was carried out as part of the author's Ph.D. programme at the GMV Centre for Environment and Sustainability at Chalmers University of Technology and University of Gothenburg in Göteborg, Sweden.²⁰ This programme gave access to contemporary research and contacts with researchers in, e.g., management, cultural economy, and conservation. Surveys of regional impact on the regeneration scheme were carried out and gave the impetus for new concepts in relation to the regional cultural heritage discourse. These concepts clarified the importance of investments in the maintenance of the cultural environment for the generation of employment, and attraction for visitors and investors. This methodology applies a boundary-spanning approach that nonetheless has permitted each partner involved to regard regional cooperation as their project. From the labour market board's perspective it was an important employment project; from the contractors' perspective it was an effective training project for young apprentices; and from the historic buildings sector's perspective it was a good way for saving historic buildings at risk and to acquire traditional building techniques to a younger generation. The surveys also showed that other sectors

¹⁹ Gustafsson and Rosvall. 2008a, Gustafsson and Rosvall 2008b.

²⁰ GMV, the Centre for Environment and Sustainability, in Göteborg, Sweden is a network organisation at Chalmers University of Technology and Göteborg University. GMV promotes research and higher education for sustainable development. GMV creates and encourages research projects and multi- and trans-disciplinary initiatives. Cooperation with the business community in Western Sweden, as well as the provision of information and education to the general public, are part of GMV's briefings. Research and training are firmly founded in existing scientific disciplines and more than 400 scientists are involved in GMV's research network.

had understood the scheme's impact for their activities, such as tourism, conservation of built environments, commercial policies, education and training.²¹ The method's multi-problem-oriented approach implied that several of the public sector's objectives could be fulfilled in just one restoration project. Through the establishment of the networks, the historic buildings sector in cooperation with representatives of the regional labour market board would be able to work pro-actively and collectively as a driving force for regional sustainable development and economic growth.

Another important effect of the Halland Model was that an increased number of local citizen as well as politicians, decisionmakers and policy-makers in the region realized the value of conservation of the built cultural heritage. During the 1980's the historic buildings sector had made important achievements in analyzing the cultural landscape in Halland and all municipalities had formulated local programmes for protection of the historic environment. Still, historic values were not understood or appreciated by all politicians, decision-makers, representatives of labour market sector and of the construction industry. One important strategy of the Halland Model partnership was to promote marketing of the programme directed to politicians as well as local communities. The conservation projects activated local communities involved, with these hands-on projects also implying increasing interest for built cultural heritage in general. One typical example is the restoration of the Harplinge windmill, where the local people for decades had seen its condition worsening, and where the Halland Model saved it from a final collapse. It was symbolic indeed that unemployed construction workers who did this job; this was based on a bottom-up perspective where unemployed people learned local traditional craftsmanship. These circumstances helped the local population as well as the Halland Model partners understanding historic values, since the experience of the restoration projects made

them more interested as individuals. Also, this helped apprentices and unemployed construction workers to be more attractive on the labour market, since they had acquired this skilfulness as an additional capacity. The aim of the Halland Model was not that the 1.100 construction workers would start restoration companies on their own; instead the objective was that they would be employed by existing construction companies. The idea was to involve the big companies in the process as employers but also to increase their understanding for historic values. Enabling to achieve this, the historic buildings sector had to develop a new way to express its needs, values and resources. This also helped in the discussions with the politicians and decision-makers. especially in terms of regional sustainable development. In these negotiations arguments based on new jobs, strengthening regional attractiveness and capability within the industry instead of only historic or architectural values made them listening.

The outcome and results of the conservation projects gave the *Halland Model* highest priority of all regional projects. After completed conservation the buildings were in good shape, the business in the improved premises paid it well, and other businesses have moved to those neighbourhoods because of the symbolic value of the restored building. In the *Halland Model* the conservation projects used national funding together with regional and local funding. Since establishment of these projects a clear trend can be observed that more private money was involved also in other restoration projects. Today an increased market can be observed for conservation, traditional building techniques and locally produced building material which has opened up the market for enterprises in the conservation industry and the labour market for the apprentices trained in the *Halland Model*.

The initial success of the *Halland Model* in creating jobs, conserving and developing craftsmanship, and saving valuable buildings has led to international attention for this boundary-spanning approach and made its proponents set aims even

higher by including such additional issues as strengthening democracy and cultural diversity.

Pilot Project in Olsztyn

The *Pilot Project* was the very first project which was funded by the Swedish Government's special programme for new ventures aiming at sustainable development in the Baltic Sea Region. The decision was expressly made by the Swedish Prime Minister.

Over a period of four years there was an exchange of knowledge and experience in order to implement the cross-sectoral network for regional development according to the *Halland Model*. The model had to be adjusted to conditions in Poland. The main concern of this pilot project was to test whether regional cooperation between various public sectors working with a multi-problem-oriented approach was possible. If so, the aim would be to establish this partnership in the whole Baltic Sea region.

Surveys were carried out to evaluate various effects of the *Halland Model*.²² It was demonstrated, that the community impact of the *Pilot Project Halland Model in Olsztyn* was considerable also in Polish regions.²³ The conservation's impact for sustainable development, cultural diversity, and strengthening of democracy was discussed between decision-makers and stakeholders within seminars in the knowledge and experience exchange. Cross-sectoral and multi-problem-oriented networks created in line with the Halland Model gave the Olsztyn region opportunities to establish collaboration structured in solving a multitude of problems and further, to create a common base for a democratic structure in the region. All municipalities in the region were involved in the procedure of selecting conservation projects. The cross-sectoral approach required great demands on co-funding.

²² Ibid; Gustafsson 2003.

²³ Gustafsson 2000.

This was feasible practical only through the introduction of a new procedure of decision-making.²⁴ For most of the participating partners, and their representatives at various levels, it was the first time that they had collaborated with other public sectors. It was also the first time that they were responsible for decisions made within a project. This implied that the participants would have to clarify their roles as politicians, as civil servants, or as company-based managers. Several successive surveys of the *Pilot Project the Halland Model in Olsztyn* demonstrated that the project had significantly contributed to regional development and led to positive consequences within a number of strategic areas of society, and was both socially and culturally important.²⁵

Balcon – Development through Conservation of Cultural Heritage in Poland, Lithuania and Kaliningrad

The cooperation that started as the Halland Model in Sweden had in 2001 developed into the international partnership Balcon. The objective of the Balcon project was to make decision-makers aware of the importance of community impact on investments in conservation projects of built heritage, involving aspects of sustainable development — with especial attention to socioeconomic growth. Further, this also implied that representatives of the cultural heritage sector themselves had to realise their role and importance for society at large, in particular when considering sustainable development. The idea was that each participating region would present at least one conservation project to be given priority in regional development programmes.

As part of the *Balcon* project, a set of eight one-week seminars was organised. After each seminar an evaluation was carried out in which the participants answered a number of questions.²⁶ During the final seminar, an evaluation of the whole project was accomplished. Ninety percent of all participants

²⁴ Larsson 1999; Boston Consultant Group 2004.

²⁵ Gustafsson 1999; Larsson 1999; Boston Consulting group 2004.

²⁶ Regional Museums of Halland.

involved declared that the *Balcon* project had led to increased knowledge of national, regional and local governance in their own countries.²⁷ All participants stated that their knowledge increased about governance in the other Baltic Sea states. Regarding the legal system in their own countries, seventy-five percent of them stated that the project had led to an increased knowledge. According to ninety-five percent, knowledge of legal systems in other states involved had increased significantly. All of them agreed that the seminars had contributed to an increase in their interest of cross-sectoral networking. Most participants (75%) said that they were more interested in collaboration with the labour market sector than before their experiences from the Balcon project. The cultural heritage, as well as the training sectors, were also potential partners for cooperation at regional level (65% and 60%, respectively), followed by public bodies within the social services (45%). However, only thirty percent said that they wanted to increase collaboration with the tourism sector

Failed implementation

One of the most important reasons for the failure to implement new knowledge in participating regions from the Baltic Sea countries was the continuing change in the group of participants. The realisation of the projects took several years and during this period some politicians were replaced after losing elections. Simultaneously their supporting civil servants were replaced, which lead to discontinuity and that knowledge exchange had to restart several times. This lead to an important lack of capacity in the partnership, since they were still responsible for carrying on the implementation of the cross-sectoral and multi-problemoriented approach, after completion of the projects in their regions. New participants did not learn enough from the previous participants of the *Balcon* project.

Concerning the problems with implementation at regional level, several representatives from the cultural heritage sector in the *Balcon* project mentioned those observed in relation with the joint ventures together with the labour market sector. They expressed that they did not have any ideas about how to establish such collaboration.²⁸ Even if the labour market sectors in Poland, Lithuania and Russia do not have the same number of resources as the Swedish system, they still have money earmarked in their budgets for training programmes for unemployed people.

Another issue to be observed is the minor interest expressed for taking actions from the side of the political leadership. Several participants commented that it took too long a time for politicians to make decisions. Constant changes of government also have resulted in political instability. "The politicians are not interested in participating in cross-sectoral collaboration and they do not understand the value of cultural heritage", as one of the participants said. A third problem was the shortage of resources: time and money. The participants had experienced that they neither had enough time for fund-raising nor for project planning (including making feasibility studies, surveys of quantities and qualities). Even if Poland and Lithuania nowadays are full members of the EU and their regional cohesion policy is characterised by the EU regional development programmes and Structural Funds, the regions participating had not succeeded in giving the cultural heritage sector a central role that might act as a catalyst for sustainable development.

Conclusions and recommendations

May be the most important long-term benefit from these projects might become knowledge-gained by the participants from the cultural heritage sector, that they can be involved, and form an important part of regional sustainable development. They have become aware of the importance of acting by themselves to

take the initiative as a catalyst for sustainable development and a successful method to do this is collaborating research. Another important long-term effect is that leading politicians and other kinds of decision-makers have observed cultural heritage in this perspective and hopefully will understand its potential for future planning of regional sustainable development.

An important lesson learned from this paper is that the impact of collaborating research and that a successful project might be developed by close collaboration between researchers and practitioners from public and private sectors. The empiric data used by researchers have been developed within the project and by formation of concepts, the results of which have been presented in new environments for decision-making. The new concepts were closely linked to the other sectors' linguistic usage. which lead to a better description of the overall objectives, but also to a broader interest and understanding for the conservation project's results. The Halland Model started in its own dimension and slowly its history was unfolded through experiences, surveys, the introduction of new ideas and the objectives were increased to regional sustainable development. It could not have been possible to start the other way: neither the cultural heritage sector, or the decision-makers, or the stake-holders were ready for this

For the development of the *Halland Model*, it was important that concrete outcome and results of the conservation projects had a higher quality than the conventional conservation. No period of introduction with poor results would have been allowed. There is always a resistance from actors with power to innovation and changes.

The Pilot Project Halland Model in Olsztyn was carried out as a pilot project, aiming at testing if a successful Swedish joint venture project could be implemented and translated into other political, cultural and economical circumstances. The surveys made during and after the completed restoration projects clearly

showed that the implementation was possible. One reason for this was the close contacts and connections between the leading politicians from regional and local authorities in Swedish and Polish regions. They had had an almost twin-region relation for several years and were very motivated for this inter-regional collaboration. Some of them had also become friends.

Another important factor was that Lithuania and Poland simultaneously became new members of the EU facing a phase of prosperity that probably had not been seen before. The politicians' focus, as well as that of professionals, had changed. This might also be an important challenge for the *Halland Model* in the future: to upgrade the experiences as an active actor during periods of recession as well as of global competitions between regions. Cross-sectoral networks working with a multi-problem-oriented approach, might find new and more important roles. Nowadays, decision-makers and policy-makers have gradually increased their interest of built environment, especially cultural heritage, as a significant location factor for new inhabitants, and especially young, well-educated and creative people. The challenge is therefore to form new strategies for regional growth, understanding the role of cultural heritage as an important asset.

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Regional Museums of Halland: Records in the archives.

Chapter 6: SUMMARY

6 SUMMARY

In chapter one, the background and research field, research questions and delimitations are presented. This dissertation is based on experience from the trading zone of the Halland Model. The cases presented had already been carried out when this research project was initiated, and began to follow the process carefully and to support understanding of the trading zone. The research is based on more than 15 years of experience, which means that the author has actually been involved in over 90 conservation projects of the Halland Model.

The actors of the Halland Model were operating simultaneously on several levels, trying to solve specific conservation matters according to conservation principles, as well as designing conservation projects according to all-embracing regional development policy. Operative issues of concern in this dissertation are related to policies, values, facts, resources and actual activities. Objects and projects can be described by their intrinsic as well as extrinsic values, in value-in-use as well as in value-in-trade. The actors mediated between particular detailed conservation issues determined by their resources and activities, but also by their universal concept, their values and their current policies. This act of mediation involved the assumption of an ultimate responsibility for judgement from the side of the participating actors. The actors had to judge within the Halland Model, as well as within their own sectors. Obviously, not all judgements within the Halland Model involved the same degree or quality of responsibility. Of interest for discussion in this context are the following issues:

- Who were the actors of the Halland Model?
- What were their objectives and policies?
- How did they fulfil these?

In chapter two, the comprehensive theoretical framework is described, including a judgement of the trading zone and theories of policy, col-

laboration, values, conservation, resources and activities. The latter also includes a presentation of the methodologies used in this dissertation. The Halland Model was organized as a joint venture between construction industry companies and the labour market and historic environment sectors together with other actors at national, regional and local levels, aiming at sustainable development and regional growth. The multi-stakeholder collaboration also included representatives from trade and industry, academic society and the civic sector.

A possible point of departure for elaborating the ability to make reasonable judgements is provided by Ronald Beiner. Accordingly, judgement can be defined as the activity of subsuming particulars under universals. The Halland Model can be compared with a trading zone, where different actors present their values and goods to achieve the established goal. The basis of the metaphor "trading zone" is a model of anthropological studies about how different cultures are capable of exchanging goods, despite differences in their language and cultural system. All the team members of the comprehensive consortium of the Halland Model had to understand and agree that historic buildings at risk were potential conservation objects, and as such are conveyors of intended and desirable meanings. A large number of actors entered the trading zone, representing various types of power structures, commerce and trades, and knowledge-oriented mechanisms, as well as citizens and their NGOs. In the Halland Model, the trading zone might be regarded as the centre for negotiations and judgements in a field between policies and resources, and between values and facts. The Steering Committee judged the all-embracing issues, e.g. to preserve buildings or not, to involve more participating interests or not, how to realize projects, versus various policies, values, facts and resources of participating actors. In the trading zone, the values of different policies were translated to be understood as resources for different actors. The various values were expressed in different units.

To understand the Halland Model in this context, several theories handling various structures and systems are needed, e.g. concerning judgements within appreciative systems, policy-making and receptive contexts, theories of values, conservation principles, studies about the resource-based economy, collaboration theories and action research. Sir Geoffrey

Vickers introduced the concept of *appreciative systems* to describe human activity and the role of making judgements in collective human activities. He recognized that appreciation of systems requires the participation not only of the observer, but also that of the subject. According to Andrew Pettigrew, the starting point could be explained by a subtle interplay between the content, the context and the process of change. A focus for his analysis is the distinction between a receptive and a non-receptive context for change, where "receptive context" means that there are features of context and management action that seem to be favourably associated with forward movement. Concentrating on managerial subculture, Pettigrew highlights some features of importance for change; flexibility for working across boundaries with purpose-designed structures rather than formal hierarchies, open and risk-taking approach, openness to evaluation and research, focus given by a strong value base and a strong positive self-image and sense of achievement.

During recent years, new policy approaches have been applied for the general improvement of economic systems, especially within regional development programmes. In several cases, these kinds of interventions have targeted the cultural sector; directly or indirectly. Theory of value is the philosophical study of characteristics of norms and valuations and their basis, where value judgement is scrutinized from logical, semantic, ontological and epistemological aspects. The concept "intrinsic value" denotes that an entity, e.g. a tangible object, a characteristic or an intangible relation, does have a value in itself. Consequently, arts and culture enrich the life of human beings by intrinsic values. The opposite to intrinsic values is extrinsic or instrumental values, where an entity is valued for the effects that it causes. Everything of instrumental value is related directly or via other instrumental valuable agents to something of intrinsic value. The influence of culture has been demonstrated as valuable for other matters. e.g. education and knowledge, psychical and physical health, attitudes and behaviour, social relations and networks, creative entrepreneurship, local and regional development and economic growth, as well as cultural dimensions of environmental policy.

Economic theory is an important tool for a further analysis of different actors' temporal, economic and spatial understanding of CBH. Environ-

mental economics may be an important contributing factor to the analysis of individuals' preferences for preservation and conservation of CBH. Recently, it has become a consensus that cultural heritage may be defined as material in the environment of human activities such as e.g. settlements, buildings, structures and cultural landscapes, as well as e.g. traditions, usage, practice and attitudes connected with the objects. In this respect, cultural heritage consists of tangible resources as well as intangible assets. David Throsby states that cultural capital exists in a tangible form. A historic building has a tangible value — and thus it may be rent out or sold — but it also has a cultural, mainly intangible value. Consequently, there is a connection between the economic value and the cultural one.

Randall Mason has proposed a framework for including economic discourse as a part of the economic practice of CBH. Historic buildings have a number of other, contemporary values, especially in relation to sustainable development with its three dimensions of economic, social and environmental values. The KMV, so far, has mainly been interested in intrinsic values: a fairly closed practice pursued as an end in itself, but now increasingly facing the discourse of extrinsic values, e.g. SD and cultural diversity. This has implied that conservation activities have been brought into partnerships with forces for enhancing economic development and community improvement.

Integrated conservation as a well-developed theoretical scholarly professional discourse and multi-disciplinary-oriented platform has gradually become a well-accepted general approach to conservation applications in planning at various levels of society, notably in direct interface with citizens and respecting historic dimensions, *local identity* based on *genius loci analysis* and a profoundly humanistic attitude to heritage, especially intangible multi-factor quality dimensions.

The contemporary theory of conservation calls for common sense for understanding why, and for whom, assets are conserved. Muñoz Viñaz defines the contemporary theory of conservation as based on negotiation, on equilibrium, on discussion and on consensus. Consequently, the values of cultural heritage have to be analysed and described as values-in-trade and conservation should leave the expert-only zone to enter the trading zone, where the objective is to trade to reach an agreement between the

affected assets and their representatives. In such value-driven conservation, decision-making based on the analysis of the values possessed by an object has to be related to different groups of sectors. According to David Throsby, and to Nanne Engelbrektsson and Jan Rosvall, there are parallels observed between natural and cultural capital, which implies that the concept "sustainable development" can be applied to culture. Examples of strong indications from this field may provide sufficient openings for a coming development of this inter-, intra- and trans-disciplinary field of knowledge and applications and there are parallels observed between natural and cultural capital, which implies that the concept of sustainable development can be applied to culture and cultural heritage. Conservation of different forms of natural, human, social and man-made capital, which guarantees their performance over time, according to Luigi Fusco Girard is the primary criterion for sustainability, each generation handing down to future generations' capital that is at least equivalent to that which is available today.

During the twentieth century, CBH to a great extent was unfortunately considered as a major impediment to a continued urban development and regarded as an obstacle to economic growth, and therefore was seen as a cost to the progress of society. Nowadays, CBH instead has successively become regarded as an enormous treasure, and the conservation of CBH appears to be one of the cornerstones of the urban renaissance. Increased interest has been directed to the economic values of cultural heritage, i.e. its extrinsic or instrumental values. Many researchers, policy-makers and decision-makers on European, national, regional and local levels, as well as NGOs, are beginning to be convinced that investments in CBH will have a major impact on economic development, regional growth and social stability. The conservation of CBH might be regarded as a catalyst in the new process of economic development, since it enables cities to attract investments and stimulate the regeneration of economic activities. In order to be successful, SD has to proceed from the existing resources of the region, and in this context the cultural heritage is of crucial importance. The concept of sustainable conservation has been increasingly recognized and frequently used during the last period.

Starting with a study on the regional community impact of the Halland Model, where the need for an emergence of impact analysis was aiming at anticipating the consequences of policy actions by providing a systematically organized procedure for impact assessment. Research in economics has extended to matters in which not only quantitative but also qualitative data are used for interpretation purposes. Thomas Polesie has developed a methodology to investigate urban development from a broad perspective and its incorporating economical impact. The methodology for "resource-based economic studies" is focused on the use of resources. which are understood to be costs. Resources are economical assets: objects, knowledge and skills, and activities. This doctoral dissertation has used resource-based economic theories where the calculations are based upon the resources. The prerequisite of conservation projects is the existing historic buildings with their surroundings, financial resources and performers with their knowledge, skills and strategies, as well as involved organizations. These calculations do not have estimated values expressed in monetary terms. All historic buildings - with a few exceptions - are objects for alterations, especially concerning functions. A new function affects the value, and therefore it is of interest in the calculation to take possible future needs into account. Time spent in calculations is understood as the contractors' and construction workers' investments in the conservation projects.

Chapter three constitutes the descriptive part, where the four cases presented are discussed from perspectives of values, resources, needs, threats and possibilities, trading, outcome, results and judgements. Within the Halland Model, unemployed construction workers and apprentices were trained in traditional building techniques and then practised on historic buildings at risk, under the supervision of skilled craftsmen and conservation officers. After the completion of the conservation and restoration projects, these premises have been used in various ways, contributing to regional growth and sustainable development. In this manner, historic buildings at risk have been rescued from demolition and been preserved, traditional craftsmanship has been learned by a younger generation and new jobs have been created. This regional cross-sectoral cooperation venture has demonstrated win-win situations for the historic environment

sector as well as for other partners, and notably for regional sustainable development in general.

At the beginning of the 1990s, Sweden underwent one of the century's greatest recession periods. The crisis within the finance and real-estate markets led to the effect that investment in the construction of new housing was coming to a stop at the beginning of the 1990s. Full employment with tendencies to super-heat the economy had characterized the previous years in the construction industry, but this quickly changed to 30-40% unemployment. As an attempt to reduce open unemployment among these workers, cooperation at the national level was established between the National Labour Market Board (*Arbetsmarknadsstyrelsen*, AMS), the National Heritage Board (*Riksantikvarieämbetet*, RAÄ) and the Swedish Construction Industry Training Board (*Byggnadsindustrins Yrkesnämnd*, BYN). The aim was to create public temporary employment and labour market training programmes that offered unemployed construction workers participation in conservation or restoration works at historic buildings through funds specially directed to occupational activities.

In Sweden, the KMV consists of the actors responsible for executing public-funded historic environment tasks: the RAÄ and its branches, the LST, Regional Museums and local authorities. The LST is responsible for protecting, monitoring and informing about the historic environment in the county of concern. The LST is the governing body making decisions. It may also award grants for preserving various historic environments and buildings. When it comes to historic environment issues, however, most local authorities in Sweden make use of the expertise of conservation officers employed by the regional museums. In the six municipalities in Halland, only Kungsbacka employs a conservation officer on its own. In the other five municipalities, Heritage Halland at the Regional Museums of Halland is commissioned to be responsible for protecting, monitoring and informing about the local historic environment.

The objectives for the KMV in the Halland Model are to preserve historic buildings from neglect, decay or inappropriate change and conserve them according to well-established principles of conservation, as well as to strengthen the conditions for traditional building techniques and well-tested building materials.

The labour market policy is a political instrument to e.g. improve the functioning of the labour market, constantly increase the long-term employment and efficiently bring individuals in search of work together with entities in search of manpower. The labour market policy embraces e.g. compensation for unemployment such as jobseeker's allowance, the labour market programme and the European Social Fund.

The AMS was a Swedish governmental authority that until 2008 had the overall responsibility. At the regional level, 20 County Labour Market Boards (*Länsarbetsnämnder*, LAN) were responsible for the implementation of vocational training courses for the unemployed and handicapped, public temporary employments, practical vocational experience for young people leaving school etc. The LAN was the county authority for public labour market policy with the mission to lead, coordinate and develop labour market policy activities at the regional level and answer for its efficiency.

The active labour market policy was comprehensive during the 1990s. The Swedish Government strategy was to fight open unemployment concerning various labour market action programmes. The objective was to bridge over the recession with massive unemployment so that the unemployed, at short notice, could be matched with available employment alternatives when periods of prosperity were approaching. The programmes were not limited to a specific exposed group of people as in many other countries; on the contrary, they targeted a considerable part of the population.

BYN is an agency composed of the parties on the construction labour market, with the Swedish Construction Federation (Sveriges Byggindustrier, BI) and the Swedish Building Workers' Union (Svenska Byggnadsarbetareförbundet), responsible for promoting skilled workers for the Swedish construction industry. Together with upper secondary schools, which run the Construction Programme, they are responsible for apprentices and for the adult education of active construction workers. The BYN is a national body, representing employers and employees, which was founded primarily to consolidate, monitor and assure excellent vocational training for the Swedish building and construction trade. The work carried out by the BYN is performed in collaboration with the Regional Construction

CHAPTER 6 - SUMMARY

Industry Vocational Training Committees (Regionala Yrkeskommittén, RYK), offering extensive coverage nationwide.

The consultancy company CA Consultadministration was responsible in the Halland Model for project management at the conservation sites, as well as for project management including control functions in the projects in cooperation with the organizer of the training programme.

The Municipal Adult Education at Falkenberg (*Uppdragsutbildningen i Falkenberg*) organized and implemented training programmes, commissioned by the LAN and the RYK. The training programme organizer had to sign contracts with the three invited contractors according to the agreement with the LAN to manage guarantees for construction works and stipulated insurances.

Historic buildings have a value-in-use since they provide satisfaction; this may be expressed as the historic value. However, since buildings have an economic value that can be expressed in monetary assets, they also have a value-in-trade.

In Sweden, the LAN was experienced in cooperation with the construction industry but not, however, with the historic environment sector. Beiner calls attention to "the man of experience" being qualified for judgement depending on being used to acting, instead of being "acting upon". The LAN had these kinds of acting experience, which were of decisive value for the implementation of the Halland Model. Further, it was important to find working places for the apprentices so they would not leave the construction industry for job opportunities in other industries, but rather could finish their training programmes and eventually receive vocational certificates. Other important aspects were that the allowance from the labour market sector had to fight unemployment in the whole region, and to control bottleneck problems as well as prepare the region for anticipated prosperity. It was also important that the investments would stay in the region. However, maybe most important from a labour market policy point of view was that the Halland Model did not compete with the ordinary construction market, taking orders from existing contractors; on the contrary, it contributed to increasing the activities in a period of low activity within the construction industry.

The construction industry also had what Beiner describes as the experience of acting. Contractors are foremost entrepreneurs, and act on an existing market that they are mastering. It was therefore important for the construction industry that investments in the conservation of historic buildings would not disturb the ordinary market of the construction industry.

The assets of the KMV are composed of buildings of historic value in need of maintenance, conservation, restoration or in some cases reconstruction. These were the most important resources of the KMV in negotiations with the other sectors in the Halland Model. The buildings were regarded as important resources for the Halland Model depending on their historic value and the time needed to effect conservation works, and they were not objects for tendering on the existing construction market. Instead, they would be suitable as training projects, and they could be regarded as "containers" for future activities that might contribute to sustainable development and improvement of the region's competitiveness.

The companies involved in the Halland Model participated as employers; thus, they took the responsibility as employers providing working places for the construction workers and apprentices. The contractors also provided the required guarantees and insurances and were preparing possibly to have a role as future employers of the apprentices and construction workers after the completion of the Halland Model projects. Another important resource was the available knowledge and experience from the sides of the actors in the construction industry and the real-estate market.

The most obvious resource of the estate owners was of course the buildings themselves. The buildings within the Halland Model consisted of all kinds: what they had in common was that all of them were historic buildings at risk. The estate owners were important financial contributors to the conservation projects not only for the amount of economic resources, but mainly since they could cover costs in the projects, which the partners from the public sector could not, due to various legal regulations.

The labour market sector was much stronger financially than the KMV as well as the other sectors of society that were involved in the Halland Model. The LAN had e.g. responsibility for the subsidies to employ unemployed construction workers and apprentices. The contributions from the

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LAN to the Halland Model were used in two ways: partly as subsidies for temporary employment, and partly for purchasing training programmes.

The years 1992-93 might be characterized as a period of dramatically increased unemployment within the construction industry, while, simultaneously, a huge number of historic buildings at risk was observed. The public budgets for maintenance, conservation and restoration were limited and the risk of losing knowledge of traditional building techniques was apparent. Therefore, the motto of the Halland Model expressed very well the needs of various participating interests at the beginning of the 1990s:

- Save the jobs,
- Save the craftsmanship,
- Save the buildings.

For the KMV, the primary need was to preserve the historic buildings at risk, having been identified as valuable and protected during the preceding decade. To enable the accomplishment of the public function of the KMV, it was obvious that it was necessary to allocate increased financial resources for conservation works covering the costs of manpower, construction materials and project planning, as well as for scaffolding, equipment, tools etc.

At the beginning of the 1990s, there were only approximately ten craftsmen available in Halland who were trained in traditional building techniques. Consequently, another important need within conservation projects was skilled construction workers who were trained in traditional building techniques. Therefore, it was also important to support in the region the training of craftsmen in traditional building techniques, as well as to organize a supply of tradi-tional building construction materials of high quality, such as lime, linseed oil paint, timber etc.

The sector needed to be taken seriously, like other political areas and sectors. For this reason, it was important to avoid being regarded as an obstacle to development and growth in general. To become an adequate member of the work with regional SD, the KMV grouping needed to develop a methodology for mapping historic buildings at risk in the region and present them in a way that was understandable, attractive and interesting to the other members of the Halland Model as well as to society at large.

To train the next generation of construction workers was the greatest need for the construction industry. A prerequisite for achieving this objective was to find trainee posts for the apprentices. Without fulfilling their period as apprentices, they would not become skilled workers and therefore would not be fully paid. There was an obvious risk that the apprentices would leave the construction industry if they were offered a better-paid job alternative in another business or industry. There was a need to keep the trained and skilled workers in the construction industry and to rejuvenate the labour force. At the beginning of the 1990s, the average age of construction workers in Sweden had become one year older during a period of just one calendar year. An older labour force has an increased risk of injuries, as well as not being able to work as fast as younger construction workers. An important aspect was that considerable retirements were expected for workers approaching retirement. For the trade union, it also was important that all the categories of their members participated in the conservation projects: older workers, apprentices, long-term unemployed and immigrants as well as female construction workers.

The labour market sector had financial resources available, but needed partners who could provide adequate trainee posts and working places. To find these opportunities was the obvious need and primary objective of the labour market sector.

In the Halland Model, the members represented different interests. Each sector or industry was based on its own aims and objectives as well as its traditions, working culture, mindsets, policies, networks, regulations and legal framework, as well as specific vocabularies. The KMV had an intermediate position as an agent represented on the Steering Committee as well as in various conservation projects. There, conservation officers had to argue in favour of conservation principles as well as the contribution of the historic environment sector to regional sustainable development in general.

The change in the labour market policy at the beginning of the 1990s implied that the labour market sector was in acute need of working places and in need of long-term projects, especially in the construction industry. The LAN had the financial resources to offer unemployed construction workers and apprentices temporary employment and trainee posts. Thus,

in the trade, the KMV provided historic buildings where purposeful work could be carried out, whereas the LAN together with the RYK decided the time for the start of the conservation works. Since no-one had made any investments in the maintenance or conser-vation of the historic buildings at risk presented in the inventory established by the Halland Model, these objects were to be regarded as not belonging to the ordinary construction market. Public-funded investments in these objects would therefore not disturb the ordinary market with displacement effects. In reality, the whole construction market, including subcontractors, consultants, material suppliers etc., increased since the Halland Model was providing conservation objects and thereby jobs could be saved along the whole line of construction. The labour market policy needed time-consuming projects and the KMV could provide conservation that implied such time-consuming work. The LAN had the financial resources and experience of planning and realizing large projects. This implied that the LAN had generated, over the years, a well-developed network of important policymakers, decision-makers, stakeholders and end-users at the local, regional and national levels. With many actors in a project, decision-making, prioritizing and keeping the project together were important.

Cooperating in comprehensive projects was a new kind of experience for the representatives of the KMV. The knowledge about the comprehensive structure in which the Halland Model was operating, and the role of the historic environment in this context, had led to the understanding of the importance of CBH to regional sustainable development. The financial resources together with well-developed organization and increased knowledge among the participants implied that the quality of the conservation operations could be higher than in ordinary conservation works taking place at the same time in Halland.

The training period to become a skilled construction worker was 3 years of secondary school followed by 6,700 hours of apprenticeship, organized in the construction industry. During the economic recession of the 1990s, there were very few investments in construction projects, which implied that there were few opportunities for practical work for the apprentices. With no construction work available in the region, there would be no objects for the apprentices where they could be offered their formally needed

practical work and no possibilities to fulfil their training, enabling them to receive vocational certificates and become skilled, fully salaried workers. The idea proposed by the construction industry was to find objects where the apprentices could gain their practical work without threatening the ordinary jobs on the regular labour market. As a focused labour market measure, special subsidies were allocated to further training programmes for unemployed construction workers as well as for apprentices. The decision of the RYK that working time spent at the Halland Model con-servation sites were to be included in the apprentice's book and to be reckoned in the 6,700 hours was a crucial decision for the development of the Halland Model. The objective was to increase the amount of construction projects in progress in the region, which would spread the public investments in the Halland Model to enterprises and their sub-contractors, material producers and suppliers from the whole construction industry, also including consultants.

The Halland Model has had an important impact on employment and training in the construction industry as well as on the KMV in the region. This cooperation also had a considerable impact on other sectors of society. During the period 1993-2002, the conservation projects led to:

- approximately 1,100 of the region's 3,600 construction workers being trained in traditional building techniques and
- more than 90 historic buildings being conserved or restored.

The most important long-term benefit for the participants from the KMV might be that the conservation officers were not only involved in but also formed an important aspect of regional sustainable development. They showed that they can be responsible for acting and taking initiatives for promotions of catalysts for sustainable development. Consequently, another important long-term effect was that prominent political leaders and other kinds of decision-makers had started to observe historic buildings and environments from this perspective, and became aware of their potential for future planning of regional sustainable development.

The conservation interventions, and the entire conservation processing, was sustainable from an environmental perspective, since conservation is about caring for existing resources from a long-term perspective, instead of degrading and demolishing them. Further, environmentally friendly

construction materials were used together with renewable sources of energy in the conserved buildings. The conservation works within the Halland Model used environmentally friendly materials and environmentally friendly heating systems as well as energy- and resource-saving systems.

The cases discussed in the papers referred to in this doctoral dissertation are to be seen as examples of and understood as a model for sustainable conservation. The conservation projects discussed therefore can be described as sustainable preservation, or conservation. These projects are considered to be economic since they have resulted in an obvious return on the investments and guaranteed future income covering the costs of maintenance, and they have moreover contributed to regional growth. Concerning social aspects, the conservation process involved regional cohesion and developed cross-sectoral networks and a multi-problem-oriented approach. Further, they increased the knowledge level and strengthened the local identity and democracy, as well as creating new jobs in the region. Finally, the process was sustainable from an environmental viewpoint since conservation is about caring for existing resources instead of demolishing them, but also since environmentally friendly construction materials were used together with renewable sources of energy in the conserved buildings.

One main instrument for the development of the Halland Model was the continuing evaluation of projects and their community impact. Carefully prepared facts and figures demonstrated the use of various actors' resources, previous functions of buildings, their future functions, the time spent in conservation projects, the amount of new jobs created and the amount of hired consultants and sub-contractors, as well as the costs and funding from collaborating partners involved. These evaluations gave the decision-makers at national, regional and local levels the required information, and contributed to a conclusive influence on the proceeding of the project. They also helped the Steering Committee to improve and stabilize the Halland Model, not least when it came to the selection of new conservation objects.

The priorities within the Halland Model were altered over time. This depended on various motives, for example geographical reasons: a conservation project was needed e.g. in the northern parts of the region or to be

organized in close connection to another Halland Model project, or for some well-defined objective, in a specific municipality. It would also mean special priorities given within a conservation project: a particular skill that was needed that was available only under specific limited circumstances, or where more unemployed workers were expected, due to young male persons who were expected to leave their military service on a specific date. In the decision-making process, the Steering Committee had to pay attention to the amount of resources that various participants still had available in their annual budgets, or where they were in the trade cycle or the "Halland Model cycle".

The Halland Model increased the economic resources tenfold for the KMV, and substantially contributed by preserving and conserving approximately 90 historic buildings, half of them directly threatened with demolition. The conservation was carried out with much higher ambitions, as well as with executed results, than other conservation projects in Halland during the same period. One important reason for this was that the conservation officers were involved much earlier in the process and also stayed within the conservation project team from the very first initiatives until the finally completed conservation. The conservation officers therefore had the role of representing the building proprietor instead of just playing the role of an inspector. This also implied a principally proactive attitude, rather than a reactive one, which is usually the case for the KMV and its representatives.

In sum, the cases present the development of the KMV, from earlier strictly protecting historic buildings and historic built environments in a narrow sense, to becoming a key actor for sustainable development in general. An important conclusion is that it is possible to accomplish high-quality conservation results in projects where unemployed construction workers and apprentices are hired. The results from the Halland Model have had a considerable impact, e.g. on employment, capability building, increased proficiency of traditional building techniques and the preservation of historic buildings at risk, as well as planning the use of historic buildings, regional cohesion and regional sustainable development in general.

CHAPTER 6 - SUMMARY

The authors discussed values in paper 1 concerning conservation and the development of integrated and sustainable conservation and its relation to sustainable development and regional growth in general. In paper 2, the authors discussed how the KMV may act for the realization of sustainable development. The case study of the conservation of Harplinge Windmill and Rydöbruk Industrial Site is discussed in paper 3, with a focus on the return on investments for capability building within the labour force, the strengthening of regional cohesion and craftsmanship, as well as ventures in culture. The case study of the conservation of Rossared Manor House and a villa in Olsztyn presented in paper 4 demonstrates how the KMV may prepare for major conservation initiatives within a too-weak legal system and how to treat principles of conservation in such projects, as well as return on heritage investments in general. A proposal is presented in paper 5 on how culture may acquire a substantially more complex and far-reaching role in local economies within a proposed model for a system-wide cultural district, partly based on experience from the Halland Model. Collaborative research is discussed in paper 6: exchange of knowledge and experience in an international context as well as management competences. Finally, the capability building within learning districts is discussed in paper 7.

Chapter 7: ABBREVIATIONS

7 ABBREVIATIONS

ALMP Active Labour Market Policy

AMS National Labour Market Board (*Arbetsmarknadsstyrelsen*)
AMV National Labour Market Agency (*Arbetsmarknadssverket*)

AR Action Research

BI Swedish Construction Federation (Sveriges Byggindustrier)

BSR Baltic Sea Region

BYN Swedish Construction Industry Training Board (Byggnads-

industrins Yrkesnämnd)

CBA Cost-Benefit Analysis
CBH Cultural Built Heritage

CIE Community Impact Evaluation CUM Contingent Valuation Method

HPM Hedonic Price Method

ICOMOS International Council on Monuments and Sites

IFAU Institute for Labour Market Policy (Institutet för arbets-

marknadspolitisk utvärdering)

KMV Historic Environment Sector (*Kulturmiljövårdssektorn*) LAN County Labour Market Board (*Länsarbetsnämnden*)

LST County Administrative Board (*Länsstyrelsen*)
RAÄ National Heritage Board (*Riksantikvarieämbetet*)

RYK Regional Construction Industry Vocational Training Com-

mittees (Regionala Yrkeskommittén)

SD Sustainable Development TCM Travel Cost Method

UU Municipal Adult Education in Falkenberg (Uppdragsutbild-

ningen)

Chapter 8: REFERENCES

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CHAPTER 9 - APPENDICES

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No. 1 Jan-Eric Jönsson, the Swedish Construction Federation

No. 2 Roger Holm, Halland County Labour Market Board

No. 3 Mats Folkesson, Halland County Administrative Board

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County Administrative Board of Halland, Halmstad (Länsstyrelsen)

County Labour Market Board of Halland, Halmstad

(Länsarbetsnämnden)

Falkenberg Municipality (Falkenbergs kommun)

Heritage Halland, Halmstad (Kulturmiljö Halland)

Regional Construction Industry Vocational Training Committee, Halmstad (*Regionala Yrkeskommittén*)

Regional Construction Federation, Halmstad (Hallands Byggförening)

Regional Museums of Halland, Halmstad (Hallands länsmuseer)

The Swedish Building Workers' Union, Halmstad (Byggnads)

Chapter 9: APPENDICES

THE HALLAND MODEL

9 APPENDICES

Appendix I

Members of the Steering Committee

Roger Holm, Chairman, LAN
Mats Folkesson, Vice-Chairman, LST
Christer Gustafsson, Secretary, Regional Museums of Halland
Jan-Eric Jönsson, RYK (1993-2002)
Kenth Andersson, RYK (2002-2004)
Lasse Andersson, RYK (1993)
Jan-Olof Johansson, RYK (1993-2004)

Additional members:

Lénart Nimmå, LAN
Lars Lindén, LAN
Osborne Landén, LAN
Lennart Lundborg, LST
Hans Bergfast, LST
Ove Larsson, The Municipal Adult Education at Falkenberg
(Uppdragsutbildningen i Falkenberg)
Christer Larsson, The Municipal Adult Education at Falkenberg
(Uppdragsutbildningen i Falkenberg)
Bo Ek, CA Consultadministration
Jan-Olof Broman, CA Consultadministration
Dick Sahlman, CA Consultadministration

Appendix II

Conserved historic buildings in the Halland Model

Kungsbacka

Southern Lighthouse, Nidingen

Northern Lighthouse, Nidingen

Rossared Manor House

Dwelling house, Vallda Torås

Barn, Vallda Torås

Barn, Vallda Kockagård

Stable, Vallda Kockagård

Barn, Vallda Kockagård

Barn, Vallda Nilsgården

Boat and shipping museum, Onsala

Wagon museum, Onsala

Manor house, Tjolöholm

Storstugan, Tjolöholm

Worker men's dwelling house, Tjolöholm

Gate-keeper's lodge, Tjolöholm

Warehouse, Tjolöholm

Building, children's summer camp, Kuggavik

Building, children's summer camp, Kuggavik

Building, children's summer camp, Kuggavik

Scout lodge, Frillesås

Dwelling house, Snogges farm, Frillesås

Storehouse with earth cellar, Snogges farm, Frillesås

Varberg

Water mill, Stackenäs

Miller's dwelling house, Stackenäs

Storehouse, Stackenäs

Inn, Kungsäter

Public open-air swimming house, Varberg

Warehouse, Varberg

Water pipe, Hovgårdskvarn Dwelling house, Vendelsö Barn, Vendelsö Tower no. 3, Grimeton Radio Transmitter station Tower no. 4, Grimeton Radio Transmitter station Shipyard, Getterön

Falkenberg

Villa Manhem, Älvsered
Bridge, Falkenberg
Ruin, Falkenberg
Manor House, Borgen Hellerup
Mill, Okome
Cinema, Falkenberg
Museum, Slöinge
Dwelling house, Falkenberg
Hotel, Slöinge
Village shop, Slöinge

Hylte

Office Building, Rydöbruk
Tyreshill Dwelling House, Rydöbruk
Saw mill, Rydöbruk
Fire station, Rydöbruk
Power-converter station, Rydöbruk
Cabinet-maker's workshop, Rydöbruk
Weighing-machine building, Rydöbruk
Pellets heating structure, Rydöbruk
Nonconformist chapel, Rydöbruk
Storehouse, Rydöbruk
Högloftsstuga, Kinnared

Halmstad

Gula villan, Dwelling house, Halmstad Doctor's villa, Halmstad

THE HALLAND MODEL

Distillery, Halmstad Stable, Lilla Böslid Barn, Lilla Böslid Warehouse, Lilla Böslid Schoolhouse, Skavböke Lighthouse, Tylön Lighthouse keeper's house, Tylön Storehouse, Tylön Foghorn-house, Tylön Life-saving station, Tylösand Sauna, Tylösand Holiday camp, Tjuvahålan Annex, Tjuvahålan The People's Palace, Söndrum Windmill, Harplinge Doctor's house, Spenshult Manager's house, Spenshult Official residence, Spenshult Wool warehouse, Slottsmöllan Factory building, Slottsmöllan Factory building, Slottsmöllan Factory building, Slottsmöllan Poorhouse, Slottsmöllan Cellar, Halmstad Castle Manor House, Sperlingsholm Crane, Halmstad harbour

Laholm

Theatre, Laholm
Dwelling house, *Ifverströmska gården*, Laholm
Southern dwelling house, *Ifverströmska gården*, Laholm
Northern dwelling house, *Ifverströmska gården*, Laholm
Back building, *Ifverströmska gården*, Laholm
Store house, *Ifverströmska gården*, Laholm
Salmon smoke-house, Laholm

CHAPTER 8 - REFERENCES

Dwelling house, *Glada Borg*, Vallberga Barn, *Farmen*, Våxtorp Parish house, Hasslöv Gasoline station, Våxtorp

Olsztyn, Poland

Villa, Olsztyn Residential block, Olsztyn Cellar, Olsztynek Castle

Appendix III

Prepared conservation project within the Balcon project

Kaliningrad (RU)

A new cultural heritage law was prepared, which emphasizes cross-sectoral collaboration. Furthermore, a new proposal for cultural heritage protection planning in Kaliningrad Oblast was prepared.

Kaunas (LT)

Restoration and conservation of an originally Franciscan monastery as the Academy of Fine Arts and City Museum.

Utena (LT)

Restoration and conservation of a railway station as a local museum.

Olsztyn (PL)

Conservation of City Palace in Kamienica. After the completed conservation works, it will house a research and regional development centre.

Conservation of Salt Storage at Olsztyn Castle. After the completed conservation works, it will house an educational centre for museum sector.

Conservation of Water Tower at Olsztyn. After the completed conservation works, it will house an observatory, offices for political youth parties as well as bodies working with promotion of the region.

Conservation of the first building designed by the internationally acknowledged architect Erich Mendelsohn. After the completed conservation works, it will be an "Erich Mendelsohn House".

Conservation and restoration of the Regional Theatre. After the completed conservation, the stage will be modernized in order to broaden the theatre's activities.

CHAPTER 8 - REFERENCES

Lublin (PL)

Conservation of two wings of the Zamojski Palace in Kozlowka. After the completed conservation works, the wings will house a hotel and conference centre.

Łódź (PL)

Restoration and reconstruction of the Poznanski Textile Factory.

Reconstruction of approximately ten historic buildings at Skansen, an open-air museum, in central Łódź.

Wooden houses in the small town of Zgierz.

Wroclaw (PL)

Conservation and renovation of the theatre in Glogow. After completed conservation works the theatre space will be extended.

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