

Chapter 3:
THE HALLAND MODEL

3 THE HALLAND MODEL

3.1 Introduction

The Halland Model is to be understood as a new approach to tackle boundary-spanning challenges aiming at providing regional growth and strengthening regional competitiveness and regional sustainable development. In the regional collaboration, specially tailored networks have been working proactively with a jointly organized formula of the historic environment sector together with labour market policy administration, the construction industry and estate owners as well as regional and local public bodies. 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 a way contributing to regional growth and sustainable development. In this manner, historic buildings at risk have been rescued from demolition and 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.¹⁷⁷ Full employment with tendencies to super-heat had characterized the previous years in the construction industry, but this quickly changed to 30-40% unemployment. As an attempt to reduce the open unemployment among

177 See e.g. Forslund and Holmlund 2003; Holm 2003, pp. 6-; Gustafsson and Polesi 2007, 2008

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.¹⁷⁸

3.2 The Actors in the Regional Cross-sectoral Network

The Halland Model partnership was directed by the Steering Committee, which consisted of members from the LAN, the LST, the Regional Museums of Halland and the RYK.¹⁷⁹ The first three also constituted the Executive Committee. The member from the LAN was the chairman of the Halland Model, with the member from the LST as the vice-chairman. The member from the Regional Museums of Halland was the secretary.

3.2.1 *Historic environment sector*

In Sweden, the RAÄ is the agency of the Swedish Government that is responsible for cultural heritage and historic environment issues, under the auspices of the Ministry of Culture. The objectives include encouraging:

- preservation and protection of the historic environment,
- respect for heritage of different groups and
- appreciation of, commitment to and the assumption of responsibility for individuals' own heritage.¹⁸⁰

Cultural heritage here is understood as material as well as non-material expressions.¹⁸¹ Included are traditions, ideas and values that are – consciously or not – structures and assets transferred from previous generations. The historic environment means the material ambience affected by human

178 Gustafsson 1996a, 1996b; Gustafsson and Rosvall 2008a, 2008b; Gustafsson and Polesie 2007, 2008

179 See appendix 1

180 http://www.raa.se/cms/extern/en/about_us/our_mission/our_mission.html 22 October 2008

181 Riksantikvarieämbetet 2006

beings. The historic environment sector (KMV) in Sweden 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.¹⁸² The LST is the governing body making decisions, e.g. on the listing of historic buildings, matters concerning archaeological excavations, churches and graveyards, industrial heritage and the cultural landscape. It may also award grants for preserving various historic environments and buildings. The Heritage Conservation Act¹⁸³ and the Environmental Code¹⁸⁴ are the two most important laws for its mission. Some towns and municipalities have organized their own employed conservation officers. 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.¹⁸⁵ In this respect, the Building and Planning Act is the most important law for the local authorities.¹⁸⁶ Heritage Halland also has the important role of informing the public and civil society about the preservation and protection of historic environments and historic buildings.

The RAÄ has defined the cultural heritage sector as including the KMV as well as public-funded archives, libraries, museums and exhibitions.¹⁸⁷ The cultural heritage area is, according to RAÄ, the domain where achievements are made for the cultural heritage, by public-funded bodies as well as by private enterprises and NGOs. The historic environment area is understood in a similar way.

The objectives for the KMV in the Halland Model were to preserve his-

182 <http://www.lst.se/lst/sv/amnen/Kulturmiljo/> 17 January 2009

183 Svensk författningssamling 1985:950

184 Svensk författningssamling 1998:808 Miljöbalken

185 www.kulturmiljohalland.se 17 January 2009

186 Svensk författningssamling 1987:10 Plan- och bygglagen

187 Riksantikvarieämbetet 2006

toric 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.

3.2.2 *Labour market sector*

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 those in search of work together with those in search of manpower.¹⁸⁸ 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 had the overall responsibility for the National Labour Market Agency (Arbetsmarknadsverket, AMV) until 2008.¹⁸⁹ AMS had the responsibility for the various national efforts in the labour market policy. At the regional level, 20 County Labour Market Boards (Länsarbetsnämnder, LAN) with a total of 325 local Public Employment Offices (Arbetsförmedlingar) were responsible for the implementation of vocational training courses for the unemployed and handicapped, public temporary employment, 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 Public Employment Office acts as an intermediary in employment issues and labour market action programmes. Another issue is ensuring that individuals who benefit from unemployment subsidies are at the disposal of the labour market and actively searching employment.

The active labour market policy (ALMP) was comprehensive during the 1990s. The Swedish Government strategy was to fight open un-

188 <http://www.regeringen.se/sb/d/2623> 27 July 2009

189 Since 1 January 2008, the tasks of the National Labour Market Board, the Labour Market Agency and LAN have been transferred to the new authority Swedish Public Employment Service (Arbetsförmedlingen).

employment with various labour market action programmes.¹⁹⁰ 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, it targeted a considerable part of the population.

The EU's employment strategy (Amsterdam Treaty) stipulated that Member States had to prepare strategies for an ALMP with the objective of combating youth unemployment, preventing long-term unemployment and significantly expanding the share of measures to enhance the skills of unemployed persons.¹⁹¹ All unemployed persons were to be offered a new start in the form of education, suitable training, occupational experience, employment or other measures that propagate their ability to find employment.

The objectives of ALMP in Sweden were effectively to bring applicants for employments together with employers looking for manpower, to promote employment and in-service training for unemployed individuals on an efficient and flexible labour market, to facilitate individuals with exposed positions on the labour market to obtain employment and counteract social casualties, to counteract long terms without regular employment and to counteract a gender unequal labour market and instead contribute to equality between men and women.

The activity would be elaborated to strengthen the possibilities of the individual to obtain or to retain a regular employment, not to distort prerequisites of competition for other activities, to minimize displacements of opening to employment on the regular labour market, to adjust various conditions and needs in different parts of Sweden and to achieve the targets set for SD.

3.2.3 *Construction industry*

The Swedish Construction Industry Training Board (Byggnadsindus-

190 Carling and Larsson 2000

191 Ackum Agell et al. 2002

trins Yrkesnämnd, BYN) is an agency composed of the parties on the construction labour market, the Swedish Construction Federation (Sveriges Bygginindustrier, BI) and the Swedish Building Workers' Union (Svenska Byggnadsarbetareförbundet),¹⁹² 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 Industry Vocational Training Committees (Regionala Yrkeskommittén, RYK), offering extensive coverage nationwide.

One of the main objectives of the BYN is to ensure that qualified labour manpower is available in the Swedish construction industry. The parties in the construction industry reached annual agreements concerning the contents of training programmes for construction workers.

A three-year training programme within the upper secondary school is followed by a period of almost three years of apprenticeship before the participants become skilled and fully paid workers.

The RYK was represented in the Steering Committee of the Halland Model by the Regional Construction Federation in Halland together with the Swedish Building Workers' Union's department in Halland. The RYK was responsible for the content of the training programmes as well as supervising the interests of the contractors.¹⁹³ Another task for the Steering Committee in the Halland Model was to guarantee that the national funding of the conservation projects did not disturb the ordinary construction market, meaning that the public-funded conservation projects did not compete with or bring contracts away from the ordinary construction market.

192 The Swedish 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 organization for the construction sector.

193 Interview no. 3

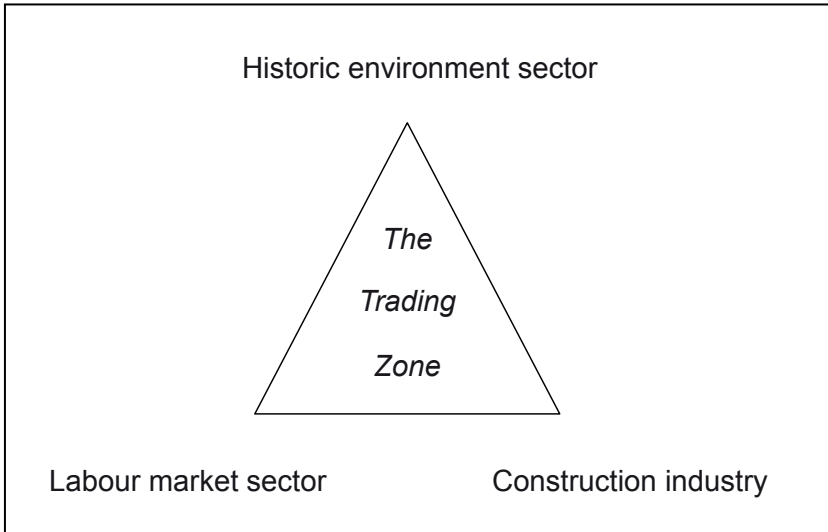


Figure 4. The trading zone of the Halland Model is a meeting point for the historic environment and labour market sectors and the construction industry.

In the specially tailored networks of the Halland Model, contractors and estate owners represented the private sector. Further, the three largest contractors in Sweden, Skanska, NCC and Peab, were invited to participate since it was understood that the companies contracted had to be working all over the region, and to offer a good opportunity to be a future employer after concluding the labour market measures of the Halland Model. Finally, the company would need to have a solid economy and be able to postpone invoicing until the next budget year.¹⁹⁴ All kinds of estate owners participated in the Halland Model – national governmental agencies, the County Council, the municipalities in Halland, non-profit organizations and associations – as well as limited companies, privately owned companies and individuals.

Companies in the conservation industry may be described in quality terms, such as firms that only deal with missions demanding high quality

194 Interview no. 3

crafts, knowledge or skills, but most of the actors were not limited only to these kinds of enterprises, but also included those dealing with more conventional construction tasks. The conservation industry may also be defined as consisting of categories of craftsmen, construction workers, architects, conservators, engineers and other consultants, as well as suppliers and producers of materials. Some of them operate only with one special type of material, e.g. wood, brick, plaster or paint. The conservation industry may also be described from an organizational point of view, and finally regarding size: turnover sales, number of employees etc.

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.¹⁹⁵

3.2.4 *Training programme organizer*

The Municipal Adult Education at Falkenberg (Uppdragsutbildning-en i Falkenberg, UU) arranged and implemented training programmes, commissioned by the LAN and the RYK.¹⁹⁶ To manage guarantees for construction works and stipulated insurances, the training programme organizer, according to the agreement with the LAN, had to sign contracts with the three invited contractors. The organizer also had to coordinate the economy of the conservation projects and to handle invoices, requirements for subsidies from the LST, requirements for funds from the estate owners, funds from the LAN according to the established budget and the distribution of costs made for each conservation project. The organizer hired skilled craftsmen who, after an introduction, became instructors for the apprentices at the conservation sites. Their costs were carried by the LAN. Representatives both from UU and CA Consultadministration were additional members of the Steering Committee.

3.2.5 *Organization "on site"*

Of great importance for the implementation of the Halland Model was

¹⁹⁵ Ek 2003, p. 21

¹⁹⁶ See e.g. Gustafsson and Rosvall 2008a; Gustafsson, Adler and Stymne 2009

the organization of construction workers on the construction site.¹⁹⁷ The ideal situation was that every course, consisting of twelve unemployed apprentices, was separated into two groups after a theoretical introduction. These groups of six persons were given practical work in two different conservation projects. They were then separated again, and experienced instructors took care of groups of three apprentices each. This was shown to be a well-functioning model that created conditions for further instruction and education during periods of practical work, follow-up of the individuals and well-performed supervision.

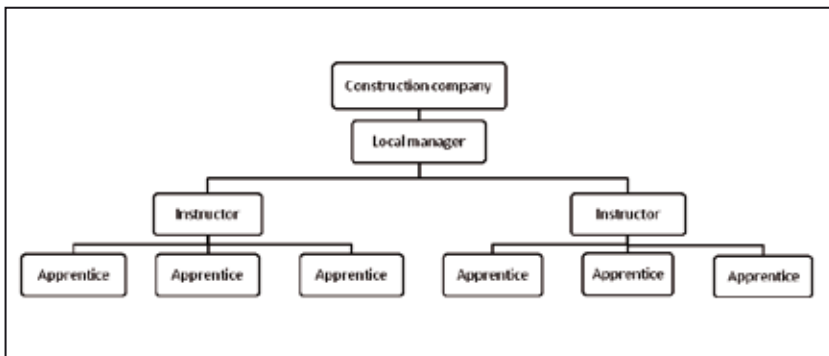


Figure 5. Organization of the conservation work sites, where the six apprentices were taken care of by two experienced instructors. This aimed to guarantee the quality of the work as well as the learning process.

3.3 Different Values

3.3.1 Values in the historic environment sector

In the previous chapter, it was observed that the cultural economy today is theoretically and empirically well developed and that culture capital can exist in a tangible form. The historic values in CBH have in Sweden during the last decades been classified in two categories: document and experience values.¹⁹⁸ The RAÄ in general construes the basic value of the historic environment and historic value from a perspective of generations,

197 Gustafsson, Adler and Stymne 2009

198 Unnerbäck and Nordin 1995

as “the historic environment and historic values are preserved and made use of so the historic and the human dimensions are elucidated and contribute to a good environment of life. The responsibility for this is shared by all citizens”.¹⁹⁹ This implies that historic diversity has to be defended and developed, that the quality of the historic environment of the landscape has to be preserved and managed, the historic values have to be preserved and enriched and, finally, that anthropogenic effects are to be reduced to levels that do not affect the cultural heritage so that it crumbles away. In the previous chapter, the concept of value-in-use was also discussed. This might be used as another phrase for satisfaction generated by consuming goods or services.²⁰⁰ 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.

3.3.2 *Values in the labour market sector*

The all-embracing objective for the labour market policy is to contribute to a well-functioning labour market, increase employment and reduce unemployment.²⁰¹ The LAN was experienced in cooperation with the construction industry; however, not with the historic environment sector. Beiner calls attention to the man of experience being qualified for judgement because he is used to acting, instead of being “acting upon”.²⁰² 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.²⁰³ 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 to prepare the region for antici-

199 Riksantikvarieämbetet 2007b, p. 11

200 http://www.amosweb.com/cgi-bin/awb_nav.pl?s=wpd&c=dsp&k=value+in+use 15 August 2008

201 <http://www.regeringen.se/sb/d/2623> 27 July 2009

202 Beiner 1983, p. 77

203 Interview no. 1

pated prosperity. It was also important that the own investments would stay in the region. The basic idea was that not just the unemployed would come from Halland, but also that the companies involved in the project and the sub-contractors should be from Halland as well as the construction material being produced 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.



Map 1. Baltic Sea Region: 1. Halland in Sweden, 2. Warmia Mazury in Poland. Dots indicate the capitals of countries.

3.3.3 *Values in the construction industry*

The construction industry also had what Beiner describes as the experience of acting.²⁰⁴ 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.²⁰⁵

3.4 Resources

3.4.1 *Resources of the historic environment sector*

The assets of the KMV are composed of buildings of historic value in need of maintenance, restoration, conservation or in some cases reconstruction. There are several opportunities to preserve historic buildings. David Throsby has discussed six types of government instruments: direct intervention, grants, loan guarantees, tax expenditure, social regulation and government enterprise.²⁰⁶ One of the important resources for the historic environment sector and its actors was their knowledge about CBH, traditional building techniques and traditional building materials, as well as conservation theories, principles and methodologies.

On a regional level, the knowledge of conservation professionals was based on mappings, surveys and documentation of the regional built heritage. The gathered information was analysed by the KMV and a region's cultural history and development could then be described, as well as the cultural value of the historic environment and its objects.²⁰⁷ During the 1970s and 80s, several surveys of the architectural and CBH were implemented in Halland. These were presented as "Municipal Programmes for Preservation of the Cultural Heritage", "Protection Plans for Conservation Areas" or just as documentation of specific buildings.²⁰⁸ In Halland, there are over 11,000 buildings that have been documented as historic buildings.²⁰⁹

204 Beiner 1983, p. 77

205 Andersson 2003, p. 14

206 Throsby 1997, p. 19

207 See e.g. Gustafsson and Claesson 2005

208 Gustafsson and Polesie 2007, 2008

209 During 2005 to 2008, the historic value of every single building was documented in a regional survey in Halland, carried out as a joint action between municipalities, the LST and the Regional Museums of Halland.

The methodology used by the KMV might be described in three steps: first, the collection of data including mapping, survey, inventory, literature studies, interviews and documentation; second, historic analyses based on conservation theory and principles where prioritization, selection and classification were made; and third, protection according to laws in force and political resolutions.²¹⁰ The KMV also provided information about CBH through the Web, exhibitions, printed matter etc., and together with craftsmen the conservators and the conservation officers provided the expertise in building conservation.

One weakness of this reactive operational methodology was that strategic decision-making was to be made by other actors.²¹¹ In many cases, the KMV was not involved in the process of alteration before the application for building permits or for conservation subsidies. This occurred when strategic decisions had already been made concerning the objective of renovation, rehabilitation, restoration or conservation projects, in many cases also concerning the planning, design and selection of materials.

In the Halland Model, the KMV proceeded from the protection plans and programmes and continued the build-up of knowledge, and these legally protected historic buildings were investigated concerning the need for their maintenance, restoration or conservation and whether such buildings were suitable as objects for training programmes for unemployed construction workers. Furthermore, local history associations and other non-profit organizations, the County Council, the LST and various other local and regional authorities were given the possibility to propose objects suitable for conservation. This implied that the proposed conservation objects had strong support not just within the professional framework of the historic environment sector, but also among the cultural heritage sector in general.

210 See e.g. Tornberg Knutsson 2007; Gustafsson and Polesie 2007, 2009

211 Gustafsson and Rosvall 2008a, 2008b; Gustafsson and Polesie 2008, 2009; Gustafsson, Adler and Stymne 2009

THE HALLAND MODEL

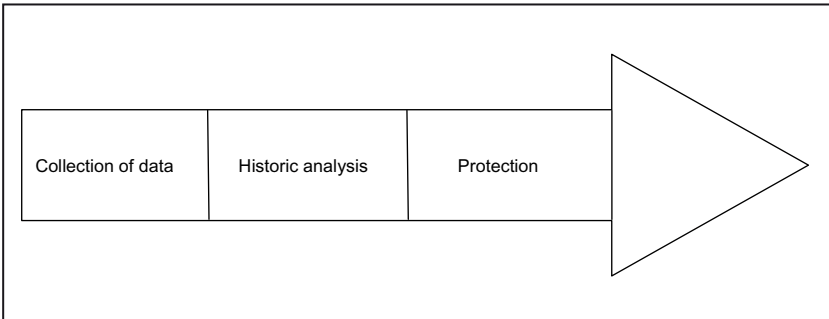


Figure 6. The ordinary way to protect a building within the legal system. After the collection of historic data of a built environment (mapping, inventory, surveys, documentation etc.), the information is analysed according to conservation principles. Accordingly, decisions are to be made, about the conservation area or specific valuable buildings that will be planned to be protected.

These historic buildings at risk were presented in an inventory, “Catalogues of Building Conservation Objects”,²¹² where they were classified as resources in terms of time needed for maintenance, restoration or conservation in numbers of days, as well as types of work and crafts.²¹³ With the time scale of approximately two years, proposals were presented for buildings at risk from neglect, decay or in need of maintenance above the normal level. This proactive attitude enabled constructive negotiations in the trading zone with the other actors in the Halland Model. In other words, the KMV became an important supplier of working places as well as time estimated in the labour-intensive conservation projects in the region.²¹⁴

This catalogue was the most important resource of the historic environment sector in negotiations with the other sectors in the Halland Model. In the Halland Model, a methodology was developed by the KMV to present its resources in a new way, so it became obvious that these assets were labour intensive and would have long-term effects. This was a value-

212 Gustafsson 1992; Gustafsson and Polesie 2007, 2008

213 Gustafsson 1992

214 Gustafsson and Polesie 2007, 2008; Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009

in-trade that the construction industry as well as the labour market sector were interested in, and turned out to be of great importance since it was a value-in-trade that other partners of the Halland Model understood and appreciated. The maintenance, conservation and restoration of historic buildings is job intensive and creates jobs throughout the whole chain of production, from project planning and the production of building construction material, over the construction and conservation work to the eventual use of the improved premises in the restored buildings.

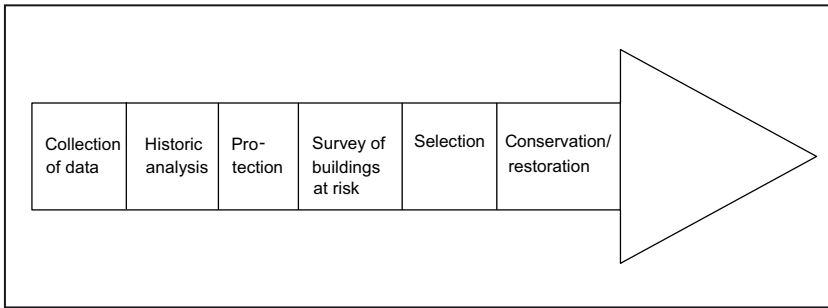


Figure 7. The planning process of a conservation object according to the Halland Model.

According to Fusco Girard, the conservation of CBH might become an “engine of social change”, since it e.g. creates considerable employment opportunities and more than other activities satisfies the right to work, to services and to housing.²¹⁵ Previously, research on the economy has mostly been interested in the kinds of jobs investments in conservation projects create delimited within the cultural heritage sector, the historic environment sector or the building conservation industry. For instance, Weissglas, Paju, Westin and Danell have demonstrated that investments in CBH projects create jobs in the public sector for the exercise of government authority, planning, documentation and information.²¹⁶ In the private sector, investments create jobs for maintenance and building con-

215 Fusco Girard et al. 2005, p. 25

216 Weissglas, Paju, Westin and Danell 2002

servation. In the Halland Model, it was important to demonstrate that the investments also created jobs in the ordinary construction industry, in the project planning process and in the new functions of the buildings as well as in other synergic effects.

Since no investments in maintenance, conservation or restoration had been made by the estate owners in the historic buildings at risk before the Halland Model initiative began, the buildings presented in the catalogues were regarded as not belonging to the ordinary building construction market.²¹⁷ The conservation or restoration projects within the Halland Model were to be regarded as important resources to increase the volume of the whole construction industry in the region.

Another important aspect was that the improved premises of the historic buildings might have new functions after the finalization of the conservation projects within the Halland Model.²¹⁸ Such functions could be planned to be of strategic significance from an SD aspect, and consequently create new jobs in trades and industries with good future economic prospects. Historic buildings belong to the immovable heritage and are located in a fixed region.²¹⁹ The historic values were handled by the regional cultural heritage sector and especially the KMV. The needs for maintenance and conservation are the responsibilities of the conservation officers and inspectors of monuments in a region. Historic buildings are also important assets for local identity, and many of them were used as local museums. Several of them were also used as tourist attractions, and recently more and more of them have been presented in the strategic work with municipal or city branding. Historic buildings were often well known by the locals, and re-inaugurations after completed conservation or restoration projects attracted great interest among the inhabitants of a town or a village. This situation was a strong goodwill opportunity for local politicians and sponsors.

The KMV was poor when it came to governmental budget funds compared with other sectors of society, and in the Halland Model coopera-

217 See e.g. Folkesson 2003, p. 8; Holm 2003, p. 7; Johansson 2003, p. 13; interview no. 3

218 Ibid.

219 See e.g. interview no. 2

tion especially compared with the labour market sector. The RAÄ had at its disposal an annual allowance for historic environment projects, which was still administered at the national level at the beginning of the 1990s. From 1993, the KMV became decentralized and decisions e.g. on subsidies for the conservation of historic buildings were made at the regional level by the LST.²²⁰ In 1990 and 1991, the County of Halland only had SEK 60,000 (approximately €6,000) available for grants for building conservation; in 1992, the sum had increased to SEK 300,000 (approximately €30,000).

The set of rules and regulations within the KMV made it possible for subsidies for the conservation of historic buildings to be contributed to privately owned buildings, in contrast to most other kinds of government-directed subsidies and funding.²²¹ In some respects, it was also possible to use them for other costs in historic environment projects than e.g. subsidies in the labour market sector. In a conservation project, subsidies from the historic environment were spent on the extra costs that were brought about due to preserving historic values. The selections of conservation projects were made at the regional level, where decisions were made about what parts of a project's cost, e.g. project planning or materials, would have to be covered by funding from the KMV. Thus, with subsidies, external experts could be hired on the regular labour market in the projects, without being unemployed. In the Halland Model, the KMV found a new way to calculate the costs within a conservation project. This situation enabled the KMV to take greater responsibility for the implementation of the Halland Model.

3.4.2 Resources in the construction industry

The representatives of industry participating in the Halland Model consisted of contractors and estate owners. The three largest contractors in the region had been selected to be partners after public tendering.²²² All three of them were working throughout the whole region and were solid companies that were financially strong enough not to be dependent on immedi-

220 Gustafsson 2003, pp. 58-

221 See e.g. Riksantikvarieämbetet 2006

222 The three contractors were Skanska, NCC and Peab.

ate payment.²²³ The grants from the public sector were mainly paid on an annual basis, or after the completion of a conservation project. Therefore, it was important that contractors did not go into liquidation. The contractors had an administrative set-up that could take on the responsibility for the payment of salaries to employed apprentices and temporary employees.

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.²²⁴

The contractors were established on the building construction market and their networks, contacts and experience were important resources when developing the Halland Model.²²⁵ The three companies that were directly involved in the Halland Model were not the most experienced in conservation projects or working with traditional building techniques or traditional building materials.²²⁶ Further, there was never any discussion within the Regional Division of the Construction Federation about which contractors would participate in the Halland Model. Smaller contractors and other SMEs, e.g. those specialized in the conservation industry, could participate as sub-contractors.

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 they all were historic buildings at risk. This implied that the estate owners, for different reasons, had refrained from maintenance, repair, restoration or conservation to varying degrees. The buildings were regarded as important resources for

223 Interview no. 3

224 See e.g. interview no. 2

225 Folkesson 2003, p. 9

226 See e.g. interview no. 3

the Halland Model depending on their historic value and the time needed to effect conservation works, and 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 the improvement of the region’s competitiveness.

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.²²⁷ The estate owners’ contributions were regarded as “free money” compared with those of the labour market and historic environment sectors. Generally speaking, in the conservation projects, the labour market sector took on the cost of labour and the KMV the cost of conservation, while the estate owners covered “the rest”.

3.4.3 *Resources in the labour market sector*

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 regulation within the labour market policy was constantly changing, to face variations in employment situations with new initiatives and programmes to fight the open unemployment with labour market measurements being presented. Depending on the unemployment situation prevailing during the mid 1990s, a supply of labour manpower was available. Some of the workers needed to be further trained and therefore there was a demand for advanced training projects, instead of ordinary labour market policy measures.²²⁸ For the participants in these training programmes, this offered a possibility to develop and create a personal competence that could be of value when competing with others on the labour market.

Contributions from the LAN to the Halland Model were used in two

227 Gustafsson 2003, pp. 64-

228 See e.g. Andersson 2003, p. 14; interview no. 3

ways: partly for subsidies for temporary employment and partly for the purchasing of training programmes.²²⁹ The region's three largest contractors were receiving those subsidies, which they used for the labour cost for their temporary employees. This included salaries and costs for social insurance etc., as well as a minor contribution to overhead costs. Each day's work was covered by SEK 1,500 (approximately €150),²³⁰ which meant that if a lower paid construction worker was employed, more money could be spent on materials, tools, helmets etc. To accomplish the training programmes, the organizer needed premises, workshops, machineries, tools, teachers and instructors, but also building materials. Hereby, the apprentices participating in the training programmes could perform some of the advanced conservation work, e.g. the conservation of windows and ornaments. This meant that those costs might be covered by the economic contributions of the LAN, and thereby the overall budget of the Halland Model was increased.

The LAN purchased training programmes from the Municipal Adult Education at Falkenberg, based on annual agreements as well as contracts for separate courses. Here, costs could be covered for the rent of mobile sheds and the purchase of equipment, clothes and tools. The agreement also settled the cost for water and electricity needed in the conservation work, and when needed also for vans for the transportation of apprentices from locations in one municipality to another. Other specific demands could be provided for actual conservation projects, e.g. staff management, machinery, scaffolding and safety equipment.

The labour market sector had the experience from major projects and a well-developed network including important politicians and decision-makers from the public sector as well as the private sector.²³¹ The regional approach opened up the way for new solutions. Unemployed construction workers from one part of the region could be offered temporary employment in another part of the region.²³² It was possible to launch conservation projects in towns that had several important historic buildings at risk

229 Gustafsson 2003, pp. 43-; Holm 2003, p. 6

230 Later the sum was increased to SEK 1,800.

231 See e.g. interview no. 2

232 Gustafsson 2003, p. 45

but comparatively few unemployed construction workers. The Halland Model, where unemployed individuals from one town were offered trainee posts or temporary employment in another town, would have been impossible with a strictly organized approach to needs at the municipal level of the labour market policy, since local tax money was not supposed to be spent in another town.

During the early 1990s, the LAN had, together with the RYK, begun cooperation to train unemployed shipyard builders to become building construction workers.²³³ There was a great demand for an increased number of construction workers when several new buildings and premises were needed in a period of prosperity. The LAN purchased training programmes from the Municipal Adult Education at Falkenberg. Hereby, cooperation from agreements entered into further training programmes for construction workers, which could easily be transferred to the Halland Model in 1993. In Falkenberg, the LAN had invested in teachers, instructors, premises, machinery, tools, teaching material and various other kinds of equipment. Investments had also been made in establishing a deposit of some building materials such as wood, brick and mortar. The staff had been offered experiences with some training in traditional building techniques, e.g. tiled stoves and plastering with the local special techniques called “Falkenberg plastering”.²³⁴

3.5 Needs

The years 1992-93 might be characterized as a period of dramatically increased unemployment within the construction industry, and simultaneously a huge number of historic buildings at risk was observed. The public budgets for maintenance, conservation and restoration were limited and

233 See e.g. Gustafsson 1993; Gustafsson 1996a, 1996b; Gustafsson 2003, p. 48

234 “Falkenberg plastering” was much used in the town during the 1920s. It is a technique using lime mortar, which gives the surface a very rough and thick structure. The original problem was that the buildings had an exposed position on the Swedish west coast due to hard winds from the sea, especially when the temperature varied, around the zero mark of the thermometer, and the moisture in the plaster would freeze and expand so the mortar was at risk of cracking. Therefore, the plasterers in Falkenberg had developed a plaster with a particular structure with the possibility for rain to drop off the facades. The technique allowed the plasterer to develop a personal style, and the work of one plasterer can be identified from that of another.

the risk of losing the knowledge of traditional building techniques was a threat. Therefore, the motto of the Halland Model expressed the various participating interests' needs very well at the beginning of the 1990s:²³⁵

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

3.5.1 Needs in the historic environment sector

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 needed to allocate increased financial assets to conservation works covering the costs of manpower, construction materials and project planning, as well as scaffolding, equipment, tools etc. At the beginning of the 1990s, there were only approximately ten craftsmen 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 traditional building construction materials such as lime, linseed oil paint, timber etc.²³⁶

The sector needed to be taken as seriously as other political areas and sectors.²³⁷ For this reason, it was important to avoid being regarded as an obstacle to development and growth in general. A prejudice against the conservation officers, especially amongst the construction industry, was that they spent too much time seeking “the perfect solution” in the conservation projects and that they were not able to respect timetables. It was therefore important for the members of the KMV to follow the timetable,

235 The motto was used for the first time in a TV interview for the very first Halland Model project: Villa Manhem.

236 Gustafsson and Rosvall 2008a, 2008b; Gustafsson and Polesie 2008, 2009; Gustafsson, Adler and Stymne 2009

237 Folkesson 2003, p. 9

not just to keep the cost low, but also to enable the sector to be respected by the other members of the Halland Model.

To become an adequate member of the work with regional sustainable development, the KMV 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.

3.5.2 Needs in the construction industry

To train the next generation of construction workers was the greatest need for the construction industry.²³⁸ 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 over a period of one calendar year.²³⁹ 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.²⁴⁰

Another need was to find funding for training programmes, periods as apprentices and trainee posts. When the construction industry formed an acquaintance with the KMV, it was therefore necessary to adjust training programmes for modern construction and modern materials, and to arrange training programmes also for traditional building techniques and traditional material.

238 See e.g. Andersson 2003, p. 14; interview no. 3

239 Gustafsson 1996a

240 Johansson 2003, p. 13

3.5.3 *Needs in the labour market sector*

The labour market sector had financial assets available, but needed partners who could provide adequate trainee posts and working places.²⁴¹ To find these opportunities was the obvious need and primary objective of the labour market sector. During the period of prosperity in the late 1980s and at the beginning of the 1990s, one objective for the labour market policy had been to offer unemployed workers from other industrial areas training programmes to become skilled construction workers.²⁴² In 1992-93, the situation changed and instead the target for the labour market policy became to save unemployed construction workers from having their period of unemployment benefit terminated. The labour market policy was aiming at acute stakes and measures for generating employment. A consequence was that the BYN together with the AMS took responsibility for selecting the individuals who were to receive these measures for generating employment. This also implied a selection of those who were to stay in the construction industry and those who had to leave for employment in other trades and industries, respectively.

To achieve the objectives within the Halland Model, the LAN had to coordinate its budget and planning with the KMV, the construction industry and the estate owners, as well as other partners in the Halland Model. They also had to coordinate their measures like temporary employment, training programmes and others.²⁴³ Over a year, there were a couple of critical points in time with peak moments of high unemployment, e.g. when periods of military service finished and a great number of young men were searching for jobs, and during the winter season when it was too cool for outdoor painting. There was also a shortage of certain skills of needed traditional building techniques, and therefore a need for specific training programmes, e.g. for concrete workers and bridge builders.

The funding system was based on annual budgets, implying that the resources made available had to be spent over one year. An established objective was also to spread the subsidies over the whole territory of Hal-

241 Holm 2003, p. 6-

242 See e.g. *ibid.*; interview no. 3

243 Holm 2003, p. 6

land. The labour market policy was aiming at several target groups: for instance, the long-term unemployed, new Swedish citizens who had work experience from other countries but were lacking Swedish vocational certificates and, further, construction workers who for different reasons were not able to follow the high tempo in the industry (e.g. the injured, the elderly) and also to improve gender equality, e.g. support women in the male-dominant industries like the construction industry.²⁴⁴

3.6 Threats and Possibilities

3.6.1 *Threats*

In 1993, the Halland Model was initially aimed at conserving buildings, perhaps not the most valuable buildings in historic ensembles, like buildings next to manor houses, vernacular farm buildings or abandoned and degraded houses.²⁴⁵ Members of the Steering Committee representing the KMV were not sure about the quality of the work that was going to be carried out by unemployed construction workers and did not have any guarantees of their skilfulness in preserving historic values. The construction workers had been trained in modern building techniques and the experience-based opinion among conservation officers was that this was often not suitable for conservation projects; further, modern materials may destroy the construction of historic buildings. At that time, at the beginning of the 1990s, it still was difficult to find traditional materials for building conservation.²⁴⁶ This implied that KMV had little experience of ambitious conservation projects where the conservation principles had been the most important objective. Another problematic aspect was the threat of the relatively low motivation among unemployed construction workers and whether they were interested in working with traditional building techniques, which required a longer amount of time and were more complicated compared with the assembly within industrialized construction methods. To handle this, it was important to develop a well-functioning organization, and to ensure that the objectives of the Halland

244 See e.g. Johansson 2003, p. 13; interview no. 3

245 Gustafsson and Rosvall 2008a; Gustafsson, Adler and Stymne 2009

246 Folkesson 2003, p. 8; Gustafsson and Rosvall 2008a, 2008b; Gustafsson and Polesie 2007, 2008; Gustafsson, Adler and Stymne 2009

Model were supported from all sides involved in the Halland Model: the partners as well as the operative actors.

The Halland Model was the first well-managed long-term cooperation in Halland between the labour market and historic environment sectors, also involving the construction industry, from which especially big companies were participating in the Halland Model.²⁴⁷ The relation between them was not equal; the former was much stronger in terms of funding, experience and networks. For the KMV, it was an obvious threat that the construction industry would take over the partnership and restore the historic buildings without considering their historic values. There were risks that other buildings than the historic ones would be given priority. The KMV recognized several other threats at conservation sites; e.g. that conservation work was carried out by temporary employees and that the historic values might not be guaranteed to be preserved in collaboration with the construction industry and labour market sector.

3.6.2 Possibilities

The challenge for cooperation within the Halland Model partnership was to establish a regional policy aiming at SD and growth, through cross-sectoral negotiations between policies of the labour market and the historic environment.²⁴⁸ From a short-term perspective, the Halland Model implied possibilities for the KMV to save historic buildings at risk of demolition, and to train construction workers in traditional crafts. From a longer-term perspective, it might imply that the regional impact and consequences of investment in conservation projects would be acknowledged as important contributions to regional sustainable development.²⁴⁹ This could possibly imply that the KMV would be regarded as an important partner for development in general, and make other sectors respect contributions from the historic environment to regional SD. This would strengthen the self-confidence of individuals in the whole sector.

For the labour market sector as well as for the construction industry, the Halland Model was an opportunity to increase the whole volume of

247 Folkesson 2003, pp. 8-; Gustafsson 2003, pp. 11-

248 Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009

249 Gustafsson 1996a, 1996b, 2003, pp. 11-; Folkesson 2003, pp. 8-; interview no. 2

construction projects in the region since its investments were clearly defined as being for historic buildings at risk, which a priori implied that they were not on the regular construction market.²⁵⁰

The Halland Model innovation implied that this could be accomplished without disturbing the present construction market. In this way, it was possible to perform the conservation projects without any displacement effects;²⁵¹ conversely, it was possible to create an occupation that, in turn, could give further orders on the construction market (e.g. construction materials, consultant services). During the recession period in the early 1990s, 65% of the regular employment in Sweden was displaced by temporary employment and similar labour market actions.²⁵² One company could receive labour market measures to employ unemployed construction workers; this would imply some of the revenues to cover costs of the administrative staff. The investments would lead to involving consultancies, producers of construction materials, hirers of scaffolding, machines and other equipment, and also keeping their staff, even if the grant was not allocated directly from the LAN.

3.7 Multi-Problem-Oriented Approach

Every region is characterized by a unique set of assets, values and possibilities, but also by special problems, needs and threats. One objective of the Halland Model was to try to solve as many problems within one specific project as possible, and at the same time to strengthen the prerequisites for developing its regional assets. Such problems could be described in terms of unemployment, pollution of the environment, lack of regional cohesion, lack of education etc.²⁵³ By trying to solve as many of these kinds of problems as possible within one actual project, the idea was to interest more sectors of society in taking part in the project. With more actors

250 Andersson 2003, p. 14; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

251 Direct displacement effects have occurred when e.g. an employer chose cheaper participants within a labour market action programme instead of more expensive regular employment. Municipalities might look upon the national governmental labour market policy as an opportunity to pass on the costs from the municipal budgets to the national government. Indirect displacement effects were connected to those labour market measurements that might affect wage structure.

252 Dahlberg and Forslund 2000

253 Sacco and Ferilli 2008

engaged from different sectors, more grants for financing the conservation projects were to be set up. This led to bigger, more complicated and comprehensive projects being realized.

Calls for projects financed by the European Union's Structural Funds have emphasized the significance for various sectors of society, as well as for regions of cross-sectoral and cross-system collaboration. In regional development programmes, the KMV is competing with other regional interests. Therefore, one of the key factors in increasing the competitiveness of regions was the development of cohesion, cooperation and partnership of different actors within a region.

Organizing problem-oriented networks generates special demands for cross-sectoral cooperation.²⁵⁴ In the Halland Model, with so many participants, it was therefore important that all involved were able to state the results clearly, and that these were to be relevant to the goals of their own sector. It was essential that all parties found it important to be involved in the process, but also that they were able to see results and identify them with the project.²⁵⁵ One phase of that process included the preparation of a comprehensive planning base. Furthermore, those involved had to be, and actually were, open to wide solutions, compromises and corporate financing. It was decisive that all the parties showed mutual respect for each other and their experiences, aims and "company culture". Furthermore, it was important that they did not hesitate to participate in cooperation where the aim of their own sector may not have been given the highest priority of the project, but where each partner could find great advantages of the cooperation. For this to be achieved, a clearly formulated aim was required.

The cooperation carried out with the different conservation objects may be described in different ways, depending on the angle from which the project was observed. For example, the projects might be regarded as: "Hallandic", "labour market", "cultural heritage", "historic environment", "building conservation", "education", "regional development", "environment", "youth", "tourism", "culture", "regional identity" or "democracy"

254 Gustafsson and Rosvall 2008a and 2008b; Gustafsson, Adler and Stymne 2009

255 Gustafsson 2000; Gustafsson and Polesie 2007, 2008; Gustafsson, Adler and Stymne 2009

projects. For instance, the restoration of the castle cellar in Olsztyniek can be called a Baltic project, since it was a cooperation project between two regions around the Baltic Sea and the cooperation brought the participants closer to one another.²⁵⁶ Furthermore, the restored premises were used as an international youth centre; a labour market project, since it provided work for unemployed construction workers; a cultural heritage project, since it was possible to restore one of the most valuable historic buildings; an educational project, since the participants first attended different labour market training courses; an environmental project, since an environmentally harmful carbon heating system was replaced by district heating; a youth project, since the premises were used by young people in the town and for their international collaboration; a project for strengthening cultural and local identity, where it was possible to restore and make accessible to the inhabitants the most famous identity-creating building of the city and the parts of it that remain from the Middle Ages and the period of the German Order. Furthermore, the restoration of the cellar castle of Olsztyniek can be described as a project where the participants have received substantial education on principles of democracy.

3.7.1 Selection of objects

The Steering Committee was responsible for the selection of buildings to be conserved and restored by the Halland Model, and this was preceded by a process of feasibility studies and decisions on substantial actual operations.²⁵⁷ Beiner mentions three modes of persuasion in judgement: forensic or legal, political or deliberative and epideictic or ceremonial.²⁵⁸ The involved partners did agree to the conservation objects having to fulfil an amount of specified criteria. First, as a forensic or legal matter, it was required that the buildings had a documented historic value.²⁵⁹ If the buildings were in such a bad condition that they were threatened with immediate collapse or demolition, this however posed no obstacle to being included in the Halland Model. On the contrary, they would have to need

256 Gustafsson, Adler and Stymne 2009

257 Gustafsson and Polesie 2008, 2009

258 Beiner 1983, pp. 85-

259 Gustafsson and Polesie 2008, 2009

conservation efforts in addition to normal maintenance requirements. A longer time for conservation works implied that unemployed apprentices could gain longer employment, which was of crucial interest from a labour market policy view. Time was a value-in-trade in the negotiations between the KMV and the labour market sector.

Regarding political or deliberative matters, the conservation project should be suitable for the training needs of unemployed apprentices and construction workers, and the conservation works should not disturb the existing construction market or create displacement effects; therefore, special attention was given to the size of the conservation projects.

The buildings should preferably have public or semi-public owners: state, region, municipalities, foundations, associations and other comparable non-governmental or non-profit organizations. In cases where the buildings were owned by a private person or by a company, a separate contract with the estate owner was to be set up. In these cases, the owner was undertaking among other things that the improved premises should be reasonably open to the public. Furthermore, at a possible future sale, the estate owners had to pay back subsidies from the government.

Apart from the fact that the exclusive conservation needs of the conservation projects were to fit the purposes of the Halland Model, the anticipated use of the buildings after the works were completed was of decisive importance for the choice of projects.²⁶⁰ Activities open to the public that thereby increased the availability of the buildings were for epideictic or ceremonial reasons prioritized. It was of greatest importance that activities would be run on the repaired premises, and that the new functions would contribute to sustainable development at local and regional levels.

The activities that were anticipated to be performed in restored houses have had great importance for the selection of conservation objects.²⁶¹ Activities with the greatest possibility for regional development and growth have been given priority. In Poland, the buildings had the function as e.g. international centres with possibilities to strengthen cooperation around the Baltic (and not least between Sweden and Poland) concerning trade, culture, environmental commitments and youth issues.

260 Gustafsson, Adler and Stymne 2009; Gustafsson and Polesie 2008, 2009

261 Gustafsson and Polesie 2008, 2009

3.8 The Trading Zone

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. This means that virtuous action was, according to Beiner's interpretation of Aristotle, a mode of true cognition.²⁶² Virtuous is understood here as knowing what is required in a particular moral situation, and acting constantly on that knowledge. The man of practical wisdom, *phronesis*, knows what virtues are called for in a given situation of judgement. *Phronesis* is, according to Beiner, a comprehensive moral capacity because it involves seeing particular situations in their true light in interaction with general grasp, and it moves back and forth from universal to particular, and from particular to universal. The KMV had an intermediate position as an agent represented in the Steering Committee as well as in various conservation projects.²⁶³ Here, 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.

This intermediate position was a new experience for the conservation officers.²⁶⁴ In the judgement they were, as Beiner describes it, persuading in the hope of eventually coming to an agreement with the others.²⁶⁵ In 1992, the Regional Museums of Halland had conducted a survey and presented 40 historic buildings at risk, possibly suitable for conservation with labour market measures.²⁶⁶ At that time, the conservation officers did not have experience of cooperation with the LAN or the RYK. At the regional level, there was competition between various actors of the public sector for cooperation with the LAN for access to its funding systems. In 1993, the LAN invited representatives of the public sector in the region to present projects involving construction, renovation, reparation or restoration works. The bodies at the municipal level had proposed the renovation of schools and kindergarten buildings. Several of them were regarded

262 Beiner 1983, p. 72

263 See e.g. interview no. 2

264 Ibid.; Folkesson 2003; Gustafsson 2003

265 Beiner 1983, p. 17

266 Gustafsson 1992

THE HALLAND MODEL



Diagram 1. Unemployment within the construction industry in Halland.

as having sick building syndrome: badly ventilated and suffering from mildew, putrefaction and damage due to damp. For the children and the teachers, this might lead to various illnesses due to the working environment. The LAN was very interested in this kind of project, except for one problem: the take-off period was too long. First, the projects needed to be planned with architectural designs, qualitative and quantitative surveys, cost estimation, time planning etc., and ultimately political decisions. This implied that it could require over a year before the first renovation of a school could begin. At that time, when unemployed construction workers were threatened with the expiry of their period of unemployment benefits, the renovation of schools was not an interesting project for the LAN.

At the same time, the County Council, which above all was responsible for health care, proposed a joint venture with the labour market sector concerning the construction of a new hospital at Halmstad. The project was ready for take-off. Once more, the LAN found it to be an interesting project. The problem this time was that only approximately 50 construction workers would be employed. At the same time, the unemployment rate was over 30% in Sweden, and in Halland alone over 800 construc-

tion workers were lacking employment.²⁶⁷ When the LAN discussed cooperation with the KMV, suddenly it turned out to be the most attractive partner from a labour market policy point of view. The historic buildings at risk presented in the catalogue needed over 125 construction workers, besides the major conservation projects.²⁶⁸ From this perspective, the KMV was the most attractive partner for the labour market sector. At this point, however, the conservation officers did not have the experience to calculate the time needed for the proposed conservation projects and further the time estimated was in every single case completely over-optimistic. In fact, the conservation of historic buildings represented a much higher volume in terms of the labour required than was estimated by the conservation officers.

The prerequisites for negotiation between the different areas of policies in the trading zone within the Halland Model were influenced by the recession period, as well as traditions and experience in the participants' sectors. One obvious observation was that the various sectors and actors often used different vocabulary and terminology, which were not compatible. Therefore, it was difficult to agree upon cross-sectoral common objectives. Instead of arguing for the historic value, as usual, the KMV expressed its needs for the conservation of historic buildings and the handing-over of traditional building techniques to a younger generation, in kinds of work and skill, and in terms of the quantity of construction workers, time and material needed.²⁶⁹ The conservation officers were still aware that their role was to protect and preserve buildings and let them remain, but the labour market sector and the construction industry had their own agenda. There was pressure for change to holistic initiatives and new jobs were needed. This opened up the way for a new initiative but, to be enabled, the various interests and sectors needed to develop new possibilities to communicate.

The Halland Model was organized to make priorities of specific meanings and needs. These were of cultural and local identity, cultural history, employment, training needs and the overall importance of sustainable development. These specific meanings were discussed and negotiated dur-

267 Gustafsson 2003, pp. 43-44

268 Gustafsson 1993

269 Gustafsson 1993

ing the feasibility studies, where key words for the success of conservation projects, as well as for cross-sector and multi-problem-oriented approaches, were formulated as “flexibility among stake holders, trust for the partners, and transparent methods”.

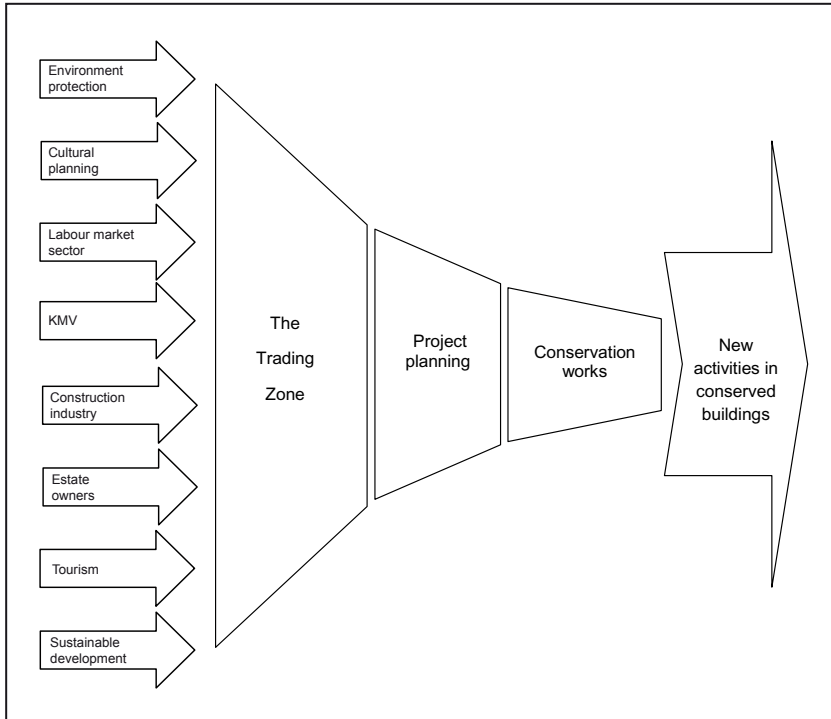


Figure 8. Flow chart of projects of the Halland Model. The process starts with planning procedures within each sector. For the KMV in the Halland Model, see figure 6. In the trading zone, negotiations about different policies, values, facts, resources and activities result in the selection of conservation projects. Consequently, feasibility studies are realized, which provide the foundation for project planning, including surveys of quality and quantity, estimation of costs etc. After the finished conservation work, new activities were made available to take place in the improved premises. These activities were decided in the trading zone.

3.8.1 *Trading between the historic environment and labour market sectors*

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.²⁷⁰ The labour market sector demanded working places and time expected for construction works. The LAN had the financial assets to offer unemployed construction workers and apprentices temporary employment and trainee posts, but to be able to accomplish this, the LAN needed a buffer of time-consuming projects.²⁷¹ From a labour market policy point of view, the more work these places needed and the longer the projects would last, the better.²⁷² Providing this catalogue as a planning instrument, the partnership could plan in advance, which implied that the KMV would become more involved in the whole procedure from the very beginning. 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. One important point of negotiation in the Halland Model therefore was time. The KMV was prepared to present a quantity of objects that required a long time to conserve, at the Halland Model's disposal.

Since no-one had made any investments in the maintenance or conservation of the historic buildings at risk presented in the catalogue, 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.²⁷³ In reality, the conservation projects were carried out thanks to public investments made available in this way. Instead, the whole construction market, including sub-contractors, 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 and the KMV could provide objects that implied time-consuming conservation work. The LAN had the financial assets and experience of planning and realizing large projects. This implied that the LAN had, over the years, developed a network of important policy-makers, decision-makers, stakeholders and end-users at local, regional and

270 Andersson 2003, p. 14; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

271 Holm 2003, p. 7; interview no. 1

272 Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009; interview no. 3

273 Andersson 2003, p. 14; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

national levels. With many actors in a project, decision-making, prioritizing and keeping the project together were important.

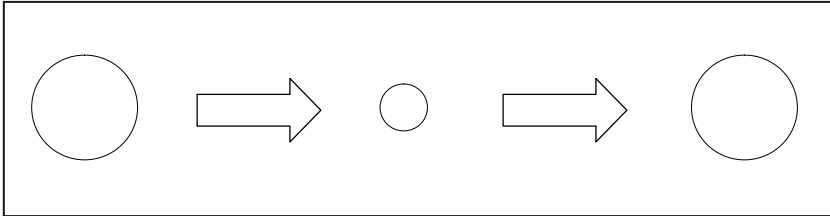


Figure 9. The construction market during periods of prosperity (on the left-hand and right-hand sides) and the reduced market during the recession.

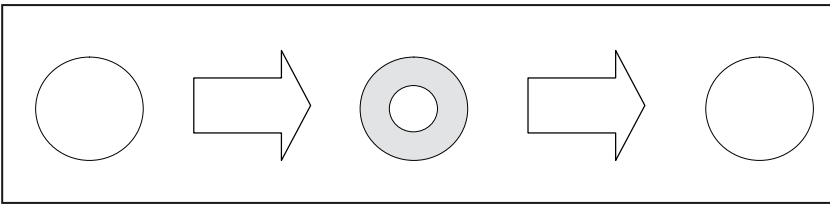


Figure 10. In the Halland Model, the construction market was increased with historic buildings at risk during the recession. This implied that demand for construction materials, sub-contractors, consultancies etc. also increased. This was the all-embracing objective of the Halland Model.

How to cooperate in comprehensive projects was a new kind of experience for the representatives of the KMV.²⁷⁴ 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.

From this perspective, the role of the KMV was not just building conservation and cultural tourism.²⁷⁵ The conservation and restoration works also improved the knowledge among the conservation officers in the region about traditional building techniques and the use of traditional building materials as well as craftsmanship in general. The financial assets together

274 Ibid.

275 Ibid.

with well-developed organization and increased knowledge among the participants implied that the quality of the conservation could be higher than in ordinary conservation works taking place at the same time in Halland.

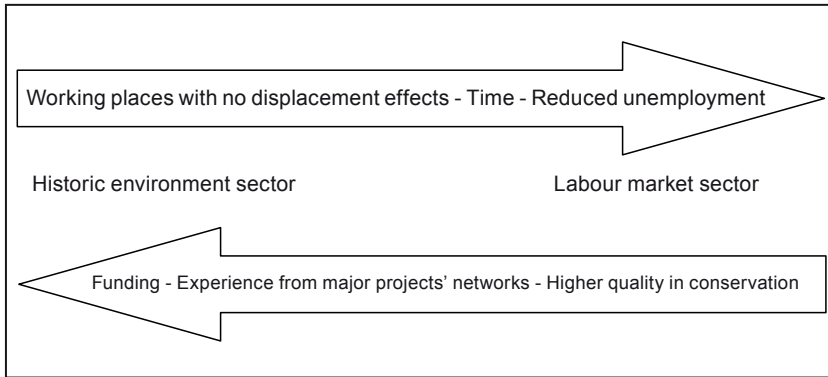


Figure 11. Trading between the historic environment and labour market sectors.

3.8.2 Trading between the historic environment sector and the construction industry

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.²⁷⁶ These hours were documented in the apprentice's book, in which regional representatives from the RYK filled in the executed training items, i.e. various kinds of construction work. After the Second World War, the focus of the period had been on modern building techniques and modern building material. During this period, the construction industry did not accept renovation or conservation as training items, and therefore they were not recognized among the 6,700 hours. For this reason, neither the construction industry nor the apprentices were interested in conservation sites as trainee posts. The decision of the RYK that working time spent at the Halland Model conservation sites were to be included in the apprentice's book, and to be reckoned in the 6,700 hours, was of vital importance to the apprenticeship. This was a

276 See e.g. Gustafsson 2003, p. 48

crucial decision for the development of the Halland Model.

When the apprentices became skilled workers and received their vocational certificates, they were more skilled as craftsmen than their colleagues.²⁷⁷ The conservation projects were not industrialized construction, as trainee posts on the regular market would work on. The apprentices were also more engaged in the process and proceedings in the conservation projects, compared with their mates in normal situations.²⁷⁸

Another positive effect for the apprentices and skilled construction workers from working on conservation projects was that they were trained both manually in a craftsman-like way as well as intellectually.²⁷⁹ In conservation work, there are no predetermined and standardized solutions, as there normally are in the construction of new houses. The young apprentices became involved in the Halland Model, and thereby became interested in traditional building techniques and also in historic buildings and cultural heritage.²⁸⁰ This made the younger generation respect the older craftsmanship and they were able to gain important experience in not accepting any pre-determined solutions, but rather developing critical observations and an open and flexible mind.

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 and material producers and suppliers from the whole construction industry, also including consultants.²⁸¹ One important aim was that, through this strategy, Halland would gain a rejuvenated labour force ready for construction works during the next period of prosperity.

Table 1 shows how consultants, subcontractors and suppliers can be divided through examples from two conservation projects, Tjolöholm in the northern and Slottsmöllan in the southern part of Halland. This implied that different companies were engaged in the respective restoration projects.²⁸² This table clearly demonstrates the great regional engagement

277 Interview no. 1

278 Ibid.

279 Holm 2003, p. 7

280 Ibid.

281 Andersson 2003, p. 14; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

282 Gustafsson 2000

from the private sector in the Halland Model. In total, 44 different companies participated in the conservation projects at Slottsmöllan industrial site; the conservation project at Tjolöholm castle had 48. Solely on the conservation of two of the largest projects, close to 100 companies were engaged in the Halland Model. The contracted consultants were responsible for project planning, quality and quantity surveys, the administration of projects and constructions, heating, ventilation and sanitation, electricity and testing, measurements, fungus decontamination, a seam-plaster specialist, a cultural heritage conservator, sheet-metal workers and inspections. The contractors and sub-contractors included a construction enterprise, window producer, sheet-metal worker, roofing specialist, electricity consultant, HVS specialist, painter, glazier, chimney sweeper, decontaminator and reinforcement/ground construction workers. Finally, the suppliers delivered construction materials, construction equipment, seam plaster and photographic and copying services.

	Tjolöholm	Slottsmöllan
Consultants	10	10
Subcontractors	13	9
Suppliers	25	25
Sum	48	44

Table 1. The amount of companies contracted in conservation works of the projects Tjolöholm and Slottsmöllan, respectively.

Table 2 shows the amount of consulting hours consumed in four projects within the Halland Model.²⁸³ The company CA Consultadministration worked as the project administrator and was the link between the estate owner and the Halland Model, for the project planning and construction works, and as the project manager at the actual building conservation sites. Between 1993 and 1999, conservation works were performed at an average of ten historic buildings simultaneously in Halland. During 1998, as an example, work was in progress at twenty building sites at the same time.

283 Ibid.

THE HALLAND MODEL

	Amount of hours	
	CA Consultadministration	Other consultants
Slottsmöllan	1,175	2,610
Harplinge	800	525
Halmstad Castle	175	215
Tjolöholm	640	1,030
Tyreshill	450	430
Sum	3,640	4,810

Table 2. Consulting hours used in the pilot project in Halland 1997–2000.
Sources: Regional Museums of Halland and CA Consultadministration

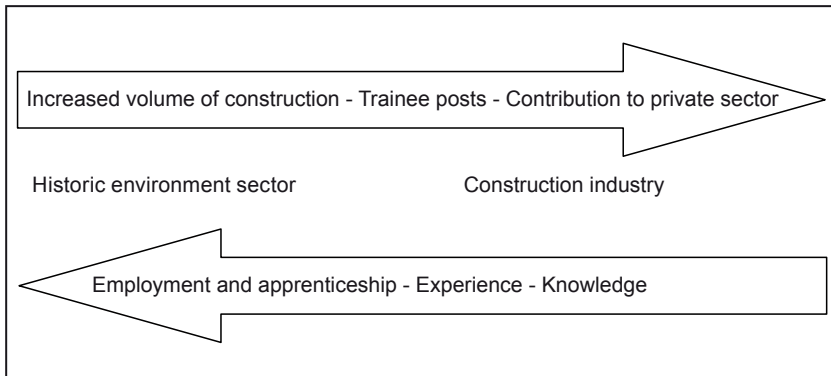


Figure 12. Trading between the KMV and the construction industry.

3.8.3 Trading between the labour market sector and the construction industry

The labour market sector had the financial assets and available unemployed construction workers, but was lacking in terms of working places. The construction industry offered training programmes for construction workers, and estate owners offered objects to be conserved. The training programmes offered training in bricklaying, masonry, plastering, painting, log construction techniques, sheet-metal work, stucco work, window craftsmanship, flooring, thatching, gilding, forging etc. The training of construction workers in Sweden was very ambitious compared with most

other countries. Three years at secondary school level was followed by almost three years of practical work before an apprentice was ready to earn his vocational certificate.²⁸⁴ The BYN annually decided the contents of these training programmes, after negotiations between the Swedish Construction Federation (BI) and the trade union. The main objective of training construction workers was to prepare them to fit the expected demands of industry in future. Together, the labour market sector and the construction industry had the capacity to train a new generation of construction workers.

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 needed practical work and no possibilities to fulfil their training, enabling them to receive vocational certificates and become skilled and fully salaried workers.²⁸⁵ 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.²⁸⁶ As a focused labour market measure, special subsidies were allocated to further training programmes for unemployed construction workers as well as for apprentices. Depending on the lack of investments, there were still no real objects where practical work was to be found. This led to the organization of training programmes at the premises of the schools, and after an approved task in the workshop, e.g. a wall built of bricks, the apprentices had to throw it away to give space to the next phase of their training. The RYK had experience of earlier collaboration with the LAN in training programmes for apprentices as well as for unemployed construction workers, but only in the construction of new buildings with contemporary building techniques and building materials.²⁸⁷

284 Gustafsson 2003, p. 48; Holm 2003, p. 6

285 See e.g. interview no. 3

286 See e.g. interview no. 3

287 Interview no. 3

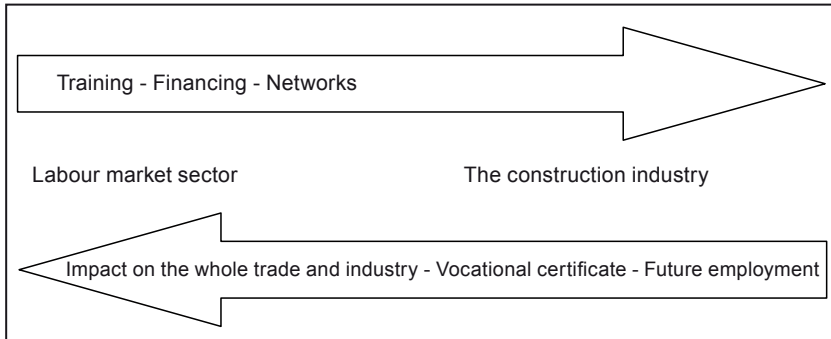


Figure 13. Trading between the labour market sector and the construction industry.

3.9 The Outcome of Conservation Projects

3.9.1 *Return on investments*

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. The cooperation also had a considerable impact on other sectors of society. During the period 1993-2002, the conservation projects have led to:

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

3.9.2 *Saved buildings*

More than 90 historic buildings were preserved and conserved or restored in the period 1993-2002 within the framework of the Halland Model.²⁸⁸ Of these, 25 were at great risk of demolition before conservation began,²⁸⁹ 16 of them were listed as being of national interest and protected by the Heritage Conservation Act, 37 were located within a historic environment of national interest and protected by the Environment Code, 4 of them were protected by the Preservation programme, 17 of them were protected by the Municipal Programme for Preserving the Cultural Heritage and 1 was an ancient monument and as such protected by the Heritage Conservation Act.

288 Gustafsson 2003

289 Ibid

A total of 22 buildings (24%) were conserved or restored in Kungsbacka municipality, 12 (13%) in Varberg municipality, 10 (11%) in Falkenberg municipality, 11 (12%) in Hylte municipality, 28 (30%) in Halmstad municipality and finally 11 (12%) in Laholm municipality.²⁹⁰ This implied that the Halland Model was active in the whole region and the public funds were spread to all its municipalities. The regional approach made it possible for unemployed workers from one municipality to work at a conservation project in another municipality. By doing this, labour market problems and historic environment ambitions could be faced at the same time jointly in one project.

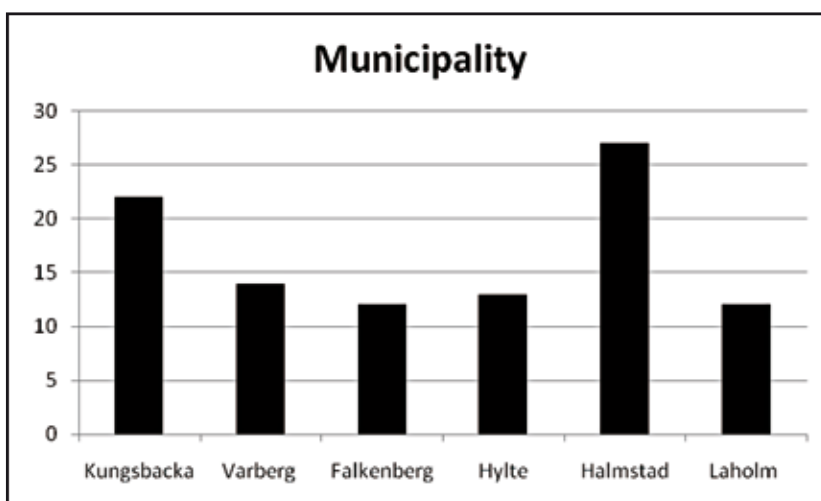


Diagram 2. Allocation of the Halland Model conservation projects calculated as a percentage between the municipalities of Halland. Kungsbacka 22%, Varberg 14%, Falkenberg 12%, Hylte 13%, Halmstad 27% and Laholm 12%.

3.9.3 *New functions of improved premises*

Before conservation, 25 of the preserved buildings were directly threatened with demolition;²⁹¹ 43 were abandoned and did not have any function at all, or were used as storerooms; 30% had the same function after the completed restoration as before; 25% were used for cultural purposes

290 Gustafsson 2003, pp. 53-

291 Gustafsson 2003, pp. 54-

or arts (Rydöbruk industrial site, Warehouse at Varberg, Laholm theatre, Olympia Cinema etc.); 20% were used for conference purposes (Rossared, Kuggavik and Spenshult); and 15% were used as meeting places for non-profit organizations or associations (the non-conformist chapel at Rydöbruk, Snogge's farm, Söndrum Public House, the parish house at Haslöv). Others were used as dwelling houses, craft workshops, lighthouses, offices, a bridge and a bathing house. Only two privately owned buildings did not have any function after the completed conservation (Slottsmöllan, Farmen at Våxtorp).

The economic aspects that regional cross-sectoral cooperation similar to the Halland Model was able to achieve were of great importance to the cultural life. The Halland Model covered the whole or a greater part of the construction costs, which implied that, after negotiation with the Steering Committee, the possibilities for the estate owner to force up high rents were minor, since his part of financing the cost was lower. This was positive for the tenants, which meant that the possibilities of keeping the costs down increased and their budgets could be used for e.g. cultural activities instead of rent.²⁹² In times of savings in the public sector, this was important for activities in the sector of culture. Instead of spending money on high rental costs, investments were made for activities in the buildings.

Several of the premises were used for the local and regional cultural life (museum, artist village, youth centre etc.). The restoration of Tyreshill at Rydöbruk concluded the involvement of the Halland Model in the Artist Village, where altogether approximately ten studios and eleven apartments were built in the closed-down industrial area.²⁹³ At the industrial area Slottsmöllan at Halmstad, a great exhibition "The Music of the World" was arranged during the millennium celebration. In Poland, there were three buildings that in various ways were part of the regional cultural life, especially as exhibition premises.²⁹⁴

292 Gustafsson and Polesie 2008, 2009

293 Gustafsson and Polesie 2008, 2009

294 Gustafsson 2003; Gustafsson, Adler and Stymne 2009

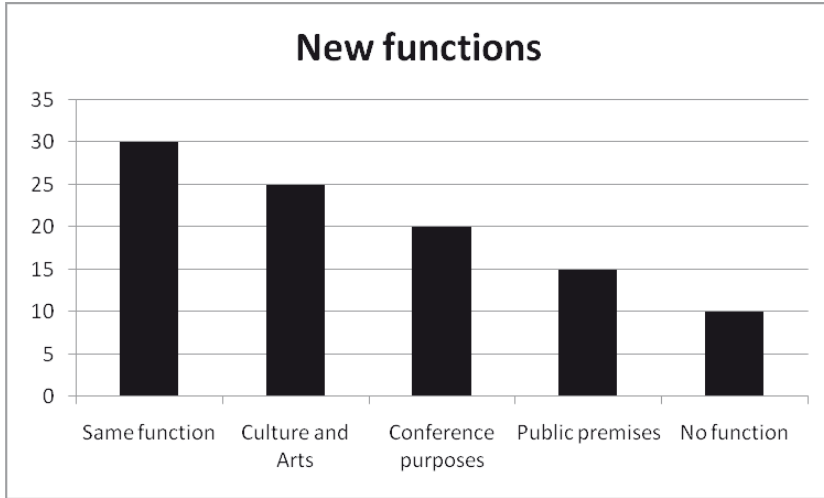


Diagram 3. 30% of the buildings had the same function after the completed conservation works. 25% were used for culture and the arts, 20% were used for conference purposes and 15% were used as public premises and 10% of the buildings still did not have any function after the completed conservation works.

In both Halland and Warmia-Mazury, projects aimed at unemployed youths were given priority.²⁹⁵ Creating possibilities for them to receive a vocational certificate was a major idea in the pilot project Halland Model in Olsztyn. Thereby, several young people took their first important step into the labour market. Among the restoration projects, the castle at Olsztynek was clearly aimed at the youth.²⁹⁶ The town had had an unusually active international cooperation and the participants in various projects, with hundreds of young people involved, could gather in the restored premises below the gothic arches. Also, in the villa at ulica Metalowa, young people could gather in various educational sessions etc., which would be arranged within the frame of the ecological centre and the regional museum.²⁹⁷

3.9.4 *Employment*

The conservation projects contributed not only to employing construction

295 Ibid.; Gustafsson 2004

296 Gustafsson, Adler and Stymne 2009

297 Gustafsson and Polesie 2009

workers directly engaged in conservation work, but also all the members of staff employed by an enterprise responsible for a contract. In the Halland Model, that implied an increased construction market and more enterprises managing the effects of recession and being prepared for a period of prosperity.²⁹⁸

The Halland Model had an obvious return on the labour market: 310 new jobs were created for construction workers. Between 1993 and 2005, in total 854 construction workers and apprentices were trained in 74 courses in Halland within the Halland Model,²⁹⁹ and 140 apprentices received their vocational certificate through practising within the Halland Model.³⁰⁰ The Halland Model had an impact on private enterprises, e.g. in 1998-2002, when 88 consultancy orders were received and 1,316 contractors and suppliers were hired.³⁰¹ Approximately 300 new jobs were created in the restored historic buildings or in improved premises in their immediate vicinity. Altogether, 69,000 work days were carried out by construction workers within the Halland Model in 1993-2002. Together with the 786 apprentices, this implies that approximately 1,100 of 3,700 construction workers in the region have been trained in traditional building techniques.

3.9.5 *Craftsmanship*

Until 1999, the focus was on continuation courses and special training for skilled workers and apprentices. In such training programmes, 488 persons were trained, e.g. in plastering, casting concrete, setting tiled stoves, painting ornaments, giving instructions, laying floors, setting tiles, bridge construction, decoration and renovation. Further, 17 training programmes for apprentices were arranged with 189 apprentices in total. In 1997, re-education was started for unemployed adults to become construction workers, and in 1997-2005 13 courses were completed with 177 participants. Beyond these programmes, 4 courses were carried out with 18 participants with backgrounds from foreign countries to enter the Swedish construction labour market. For this, they needed a Swedish

298 Interview no. 3

299 LAN archive

300 Gustafsson 2003; interview no. 1

301 Gustafsson 2003

vocational certificate, which they received after the courses. In other separate courses and as part of gender-equalizer programmes, the objective was to train female workers and help them to enter the male-dominated area of the construction industry. In total, 43 female construction workers were trained in the conservation and construction of the Museum for Graphic Art at Laholm.

3.9.6 *Economy and financial contributions*

The main financial contributor to the Halland Model was the LAN. A calculation carried out by the LAN showed a balancing of the accounts for a conservation project at Halmstad.³⁰² The contribution from the LAN was SEK 3,300,000 (appr. €330,000) and from the estate owner SEK 4,100,000 (appr. €410,000), of which SEK 280,000 (appr. €28,000) was the cost for training six apprentices for four months and SEK 240,000 (appr. €24,000) was training allowances for the apprentices. This implied a total cost of SEK 7,400,000 (appr. €740,000) with a total contribution from the LAN of SEK 3,820,000 (€382,000). The estate owner also received SEK 400,000 (appr. €40,000) from the LST as a subsidy for investments in the construction of apartment houses with tenancy rights. The net cost by those means amounted to SEK 7,000,000 (appr. €700,000).

The public income from the conservation project was SEK 1,400,000 (appr. €140,000) in VAT, and since the salaries for the apprentices increased, the income taxes increased by approximately SEK 100,000 (appr. €10,000). The payroll tax amounted to SEK 550,000 (appr. €55,000) and, together with various charges for the entrepreneurs, the total public income amounted to approximately SEK 2,250,000 (appr. €225,000).

In total, 10 apprentices and skilled workers were engaged in the conservation project. If they had been unemployed instead, the jobseeker's allowance for them would have been SEK 1,200,000 (appr. €120,000). The conclusion according to this calculation is that the public net cost for the conservation project would be SEK 3,820,000 minus SEK 2,250,000, which amounts to SEK 1,570,000. When drawing away the alternative cost of SEK 1,200,000 for the jobseeker's allowance, the net cost would be SEK 370,000 (appr. €37,000) instead of SEK 3,820,000 (appr. €382,000).

302 Gula villan (the Yellow Lodge) at Halmstad. County Labour Market Board's archive

THE HALLAND MODEL

Specification	Common 1996–1998	LAN	LST	Regional museum	Total
Construction materials	392,742	4,987	118,275	205,479	721,482
Sub-contractors	85,683	-	-	-	85,683
Iron goods, wings	127,231	252,425	580,055	156,000	1,115,710
Pipes, electricity material	3,516	131,419	24,000	-	158,935
Management	423,291	203,575	3,162	347	630,375
Rent of machines	1,302,749	361,974	16,129	14,626	1,695,478
Surveys and administration	333,069	75,579	161,533	171,966	742,147
Labour costs	-	4,855,500	-	-	4,855,500
Sum	2,668,281	5,885,45 (6,920,483 since 1996)	903,153 (1,552,403 since 1996)	548,418 (1,532,345 since 1996)	10,005,311

Table 3. Harplinge Windmill. The specification of costs of one conservation project concerning various financial assets. The partnerships concerning the conservation projects of the Halland Model have never been exactly the same. This table presents as an example how various public sectors have been responsible for different parts of conservation works according to their specific regulations. This also presents the importance for the cultural heritage sector in Sweden to cooperate with the labour market sector. The funding of the LAN for training programmes realized by Falkenberg Adult Education is not included in this compilation. The costs for labour refer to skilled workers as well as apprentices. In addition, the LST contributed SEK 1,552,403 and the Regional Museums of Halland, through grants from the National Heritage Board and the Swedish Ministry, SEK 1,532,345. All the costs are in SEK (100 SEK = approximately €10).

<i>Sector</i>	<i>Amount</i>
LAN	265,000,000
Estate owners	50,000,000
Historic environment sector	37,128,000
Other funding	1,300,000

Table 4. The LAN was the largest financing partner of the Halland Model.

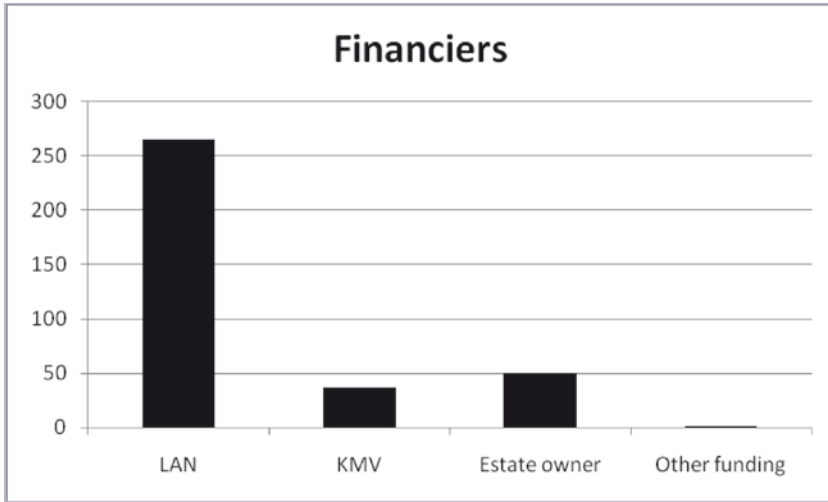


Diagram 4. Allocation from the LAN, estate owners, KMV and other fundings.

The LAN was the largest financier of the Halland Model. It has co-financed the total cost of operations of over SEK 350,000,000 (approximately €40,000,000).

<i>Category</i>	<i>Percentage</i>
Labour	37
Construction materials	20
Feasibility studies, surveys and management	15
Expenses	28

Table 5. Cost division of conservation works in the Halland Model.

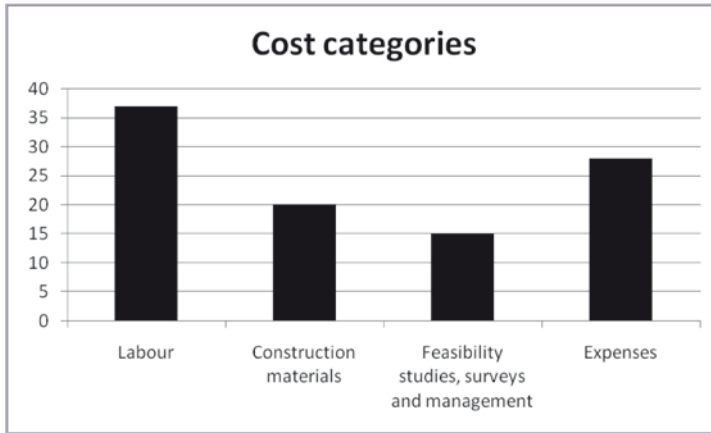


Diagram 5. Cost division of conservation works in the Halland Model.

Furthermore, the Swedish Government also allocated approximately SEK 6 million (€600,000) to the project The Development of Management Skills within the local and regional cultural heritage sector in Poland, Lithuania and Kaliningrad (Russia).³⁰³

3.10 Results

3.10.1 Different solutions for each conservation project

The Halland Model increased the size of the whole construction market in a period of recession.³⁰⁴ It was therefore possible to reduce the span of the cyclical fluctuations. In the construction trade, as well as in other parts of the regional economy, the demand had increased.

From a long-term perspective, the most distinct impact of the project Halland Model in Olztyn may be described as a benefit to equalize the business cycle.³⁰⁵ Initiating great and powerful regional commitments to labour-intensive conservation construction works, in a recession period with great problems of unemployment, had demonstrated positive consequences for a group of community sectors.³⁰⁶ By commitment to valuable

303 Boston Consulting Group 2004; Gustafsson 2004; Gustafsson, Adler and Stymne 2009

304 Gustafsson 2003; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

305 Gustafsson 2000; Gustafsson, Adler and Stymne 2009

306 Gustafsson 2003

historic buildings that would not have been renovated without this special cooperation, the total volume of construction works in the Polish region had increased in a recession period. Also, in Halland, it is possible to see the importance of the Halland Model to the regional balance, foremost inside the region.³⁰⁷ The conservation objects involved were selected so that the entire region could acquire part of the governmental and regional funds in the project. This mainly concerned inland areas of the region where the economic growth had been lower. The regional starting point of the project had great importance for the implementation of commitments in the weaker economic areas in Halland. Depending on the related decisions made at the regional level, it was possible for the unemployed from one municipality to be given the opportunity to participate in a conservation project in another one.³⁰⁸ Municipalities with fewer unemployed construction workers but with greater needs for conservation measures in the historical valuable buildings thereby had the possibility to be “supplied” with manpower. This would probably not have been possible if the project only had a local perspective, emanating from the point that all problems should be solved inside the border of a municipality.

This meant that the Halland Model was able to participate in and maintain the construction sector in a recession period and to create conditions to meet the next boom. Without vocational certificates, the apprentices were not admitted entrance to the labour market. In the year 2000, the construction sector once again was overheated in regions with strong economic growth, like in Halland. Further, there was an evident general trend in Sweden that fewer people were applying to become building construction workers. When the boom had arrived in the second half of the 1990s, there was a shortage of construction workers, resulting in delays and increasing costs. As a comparison, the Halland Model had continuously contributed during the 1990s to apprentices being given training, so that e.g. construction companies, subcontractors, suppliers, material producers and consultants received orders through the increased construction volume and thereby could keep their staff and competency.³⁰⁹ This meant

307 Ibid.

308 Gustafsson and Polesie 2007 2008

309 Andersson 2003, p. 14; Holm 2003, p. 6; Johansson 2003, p. 13; interview no. 3

that there was capacity in the construction industry in the region for greater orders and delivery times could be kept down and thus the costs.

The most important long-term benefit for the participants from the KMV is discussed in the papers “Development of management skills within cultural heritage administration” and “Managing across Boundaries”, respectively. It might become new knowledge that the conservation officers will not only be involved in, but also may be forming an important aspect of regional sustainable development.³¹⁰ They would be responsible for acting and taking initiatives for promotions of catalysts for sustainable development. 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.

3.10.2 Return on heritage investments

The Harplinge and Rydöbruk cases, as well as the Rossared and Olsztyn cases (discussed in the papers *Return on Heritage Investments: Some Measurable Results of the Conservation of Harplinge Windmill and Rydöbruk Industrial Site* and *Return on Heritage Investment: Some Measurable Results of the Conservation of the Rossared Manor House*, respectively), presented similarities as well as differences.³¹¹ These cases illustrated the Halland Model, and are chosen from among all of the more than 90 conservation objects, since they clearly showed the results of the conservation process. Several of the other Halland Model projects may illustrate more or less the same story. The Rossared and Olsztyn cases clearly show that, in spite of stronger legalization introduced by a new Heritage Conservation Act and a new Environmental Code that increased the opportunities to protect the built cultural heritage, historic buildings like Rossared Manor were not mandatorily preserved.³¹² For this to happen, financial assets were needed as well as cooperation in a strongly intertwining partnership with powerful partners. With these cross-sectoral

310 Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009

311 Gustafsson and Polesie 2007; Gustafsson and Polesie 2008

312 Gustafsson and Polesie 2009

networks being developed, the Rossared case showed that it was possible to increase the ambition of conservation objectives.

Historic buildings belong to the immovable cultural heritage, and therefore the buildings that were conserved and restored within the Halland Model stayed in the region after the completed conservation works. The conservation officers and inspectors of monuments had also been guarantors that the buildings had been conserved according to conservation principles.³¹³ The return on heritage investments has been considerable for increasing the value of the conserved historic buildings and strengthening knowledge among the actors, as for well as regional sustainable development in general. These returns were analysed in the Rydöbruk and Harplinge cases.³¹⁴ The labour market sector invested financial assets but also experience and knowledge about the processing of major projects. Their return was saving jobs and the creation of new jobs. The construction industry provided employment, quality concepts, knowledge and experience from major construction projects. The industry also provided insurances against damage during construction, as well as providing guarantees that were settled in separate agreements between the parties on the construction market. The return for the construction industry was trained apprentices and a new generation of skilled construction workers with vocational certificates as well as several companies affording to keep their staff in times of recession. The KMV allocated budget funds and provided knowledge and experience from conservation projects; their return was historic buildings actually preserved and conserved, as well as increased numbers of craftsmen in the region with experience of conservation projects. The municipality offered a loan to the Artist Village, and the return received was a major culture venture and increased attractiveness to visitors, inhabitants and companies. New inhabitants and new jobs resulted in increased tax revenues.

In the Rydöbruk case, it was obvious that the return on the regional investments may also be described as well-functioning regional cohesion that, during the process, was developed into an important instrument for

313 Folkesson 2003, p. 8

314 Gustafsson and Polesie 2007

regional sustainable development.³¹⁵ In this case, the KMV understood that its own resources would multiply in joint ventures with other sectors in the conservation processes of historic buildings. The Halland Model opened up a new way to act for the KMV. A proactive approach to finding new functions for historic buildings resulted in new possibilities to preserve, protect and conserve them. When trading with other public sectors of society at the regional level as well as with local public agents and authorities, and with international as well as local contractors, craftsmen and various NGOs like historic associations, the KMV needed to develop a systematic methodology to verify the return of investments.

With resources available, it was possible to preserve Rossared Manor and to conserve it with much higher ambitions than those resulting from the initial discussions. The return of the investments in conservation was manifold, comprising a historic building in good condition, approximately 140 construction workers trained in traditional building techniques, an international corporation established in the neighbourhood and new jobs available in local enterprises. The “cost” for this venture was that the manor house, including its courtyard, became closed to the public and that the exterior of the house was plastered with a different type than the original.

The increased value of the estate after the completed conservation led to the purchase of the estate by AB Volvo. This also increased the return of the public investments to society: the total community impact of the project, as presented in the Rossared case. With a solid owner like Volvo, it was possible to conserve and restore an increased number of historic buildings at risk on the estate. Volvo also established its international centre in the manor, where a number of new jobs were created. The former owner, the Rural Economy and Agricultural Society, invested its profit from selling the estate in the purchase of an organic cultivation experimental work in the southern part of Halland. The return of the financial assets provided by the Rural Economy and Agricultural Society to the Labour Market Board were then invested in other Halland Model conservation projects.

315 Gustafsson and Polesie 2007

In the Rydöbruk case, the study clarified how the Halland Model developed the routines for selection, implying a strong responsibility for the future functions of the conserved and restored building and its improved premises. The Rydöbruk case was a major, holistic approach to developing an entire village, based on various initiatives from the public sector, of which the conservation of the industrial site was the largest. The well-restored buildings were also the reason why an indoor design manufacturer moved with its 50 employees to the industrial site. This also showed, like the Olsztyn case, how the KMV in a conservation project would enable initiatives to involve issues like energy-saving in a multi-problem-oriented approach. For example, a company producing wooden pellets has been created since the installation of a pellets heating system in the annex to Tyreshill at Rydöbruk.³¹⁶ With the Rydöbruk project, the KMV became more aware of its role of responsibility not just for preservation and conservation matters, but also for the future functions of historic buildings.

The community impact of the heritage investments at Rydöbruk played a vital part in the overall objective to combat the decline of a depopulated area. In this respect, governmental bodies, e.g. the RAÄ, LAN and LST, were depending on timetables according to their budgets, which had to be spent within established time frames. Cooperation partners like the County Council and the local authorities acted according to their timetables and objectives. This lack of coordination and weak adjustment to each of the routines of decision-making resulted in weak cooperation when it came to the activities that were aimed to take place in the restored buildings, and therefore the Artist Village was never supported strongly enough to survive.

Increased awareness among participants from the construction industry about the tangible and intangible values of cultural heritage led to enhanced interest and appreciation of traditional building techniques, historic buildings and the environment. The aim of the Halland Model was not to launch new enterprises directly within the building conservation industry in the sense that the trained apprentices would immediately be able to start companies and create a niche for exclusive craftsmanship.

316 Holm 2003, pp. 6-

Instead, the idea was to spread knowledge about built cultural heritage and historic buildings, and to increase the capability building among a majority of members of the construction industry in the region.

3.10.3 Quality of conservation

HISTORIC BUILDINGS

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.³¹⁷ 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 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”.³¹⁸

In the paper “Managing across Boundaries”, it was verified that, for the development of the Halland Model, it was important that the substantial outcome and results of the conservation projects had a higher quality than conventional conservation.³¹⁹ The KMV representatives were two of the members of the Steering Committee, implying that the KMV was responsible for and involved in the process from the initial survey to the take-off for new activities in conserved buildings. In preservation and conservation projects outside the Halland Model, the KMV was involved in the process shown in figure 6 and then often not until receiving applications for building permits for consideration. At this point, several crucial decisions had already been made and the possibilities for the KMV to have crucial influence was often limited. In the Halland Model, the prerequisites were much better since conservation offices had central roles in the whole process according to figure 8. The Harplinge and Rossared cases (Return on Heritage Investment: Some Measurable Results of the Conservation of Harplinge Windmill and Rydöbruk Industrial Site and Return on Herit-

317 Muñoz Viñas 2005, pp. 158-160

318 Muñoz Viñas 2005

319 After the completed conservation works, e.g. Grimeton Radio Transmitter Station was inscribed in the World Heritage List of UNESCO, and the public open bath house in Varberg municipality received the award for the best conservation project in Sweden in 1998.

age Investments: Some Measurable Results of the Conservation of the Rossared Manor House, respectively) verified that it was possible to reach a much higher quality of conservation work, depending on the new role that the conservation officers had established within the Halland Model.³²⁰ They became involved much earlier in the process, which enabled them to be proactive performers instead of just reactive, passive inspection officers.

In the Rossared case, conservation was developed in three major phases. First, the survival of the building was the initial struggle; however, already early, in a second phase, it became evident that the funding made it possible to conserve the manor with high conservation standards and, eventually in the third phase, the takeover by Volvo implied that the other buildings on the manor farm could also be conserved. The case at Olsztyn had a similar development, but instead of an international centre for a car manufacturing company, a museum of nature with a centre for ecology was established.

No period of introduction with poor results would have been allowed. It could not have been possible to start the other way, with the KMV being the driving force for regional development: neither the KMV, nor policy-makers, nor decision-makers nor stakeholders were ready for this. The Harplinge and Rossared cases show that it was possible to affect the qualities of the conservation projects with much higher ambitions of quality as well as performance than the objective without the Halland Model.³²¹ In the Rossared case, it was observed that it was possible to conserve with high quality without the current customary detailed construction or conservation project planning, and to enhance the conservation ambitions during the actual conservation work. There was no public or private funding available for conservation measures before the appearance of the Halland Model. For the KMV, the primary traditional aim still was just to protect buildings from demolition and to preserve them.

320 Gustafsson and Polesie 2007, 2008

321 Gustafsson and Polesie 2007, 2008

MATERIALS

At the beginning of the 1990s, traditional building materials were still rare in the retail trade, such as linseed oil paint, Falu red paint³²² and lime mortar as well as the characteristic spare parts of previous architectural periods needed for conservation work of higher quality ambitions. This had a negative impact on the possibilities for maintaining and conserving historic buildings in the authentic manner that they needed, due to the materials from which they were originally built.

In Halland, the investments in conservation construction works also implied in the region an increased demand for traditional building components (windows, doors etc.) and construction materials (lime mortar, linseed oil paint, thatched roofs etc.). The increased demand has led to spillover effects and an increased supply of traditional building components, which were subsequently offered to estate owners on the regular estate market.

Examples are presented (Return on Heritage Investments: Some Measurable Results of the Conservation of Harplinge Windmill and Rydöbruk Industrial Site and Return on Heritage Investments: Some Measurable Results of the Conservation of the Rossared Manor House, respectively), with traditional materials used for conservation: selective decomposition and recycling of used building materials; bricklaying and plastering; stucco work; timber construction; zinc, lead and galvanized sheet-metal work; casting production; restoration of windows; carpentry; reconstruction of interior fixtures; traditional paintings, marbling and painting from a stencil; tiling; stone work; ground work; cabinetmaking; the production of windmill wings, sail making, windmill mechanical engineering etc.³²³

The conserved and restored historic buildings have further served as models and “best practice” objects that have eventually inspired a considerable number of estate owners to use traditional techniques and approved construction material when maintaining their own buildings.

322 Falu red paint contains a pigment from the mineralization of the Falun copper mine. Red mull is created from ore with a low copper content that has decomposed for a long time. In addition to copper, red mull contains a rare composition of iron ochre, silicon dioxide and zinc, which together have a protective effect on timber.

323 Gustafsson and Polesie 2007, 2009

3.10.4 Capability development

CONSERVATION OFFICERS

The cooperation within the regional cross-sectoral network had decisive effects on the KMV.³²⁴ It offered the sector an opportunity to discuss conservation matters with political leaders who were responsible not only for cultural heritage, historic environments and buildings, urban planning and labour market policy, but who also had an overarching responsibility, like mayors and other important decision-makers in a region. This implied that the historic environment was regarded not only from a preservation point of view but also as a catalyst for regional SD.

The conservation process of the Halland Model implied the creation of a new role for the KMV. Rather than just being a reactive inspector and controller, involved only at the time of applying for a building permit, the conservation officer also became a responsible partner in proceedings of feasibility studies, qualitative and quantitative surveys and the specifications of cost, labour and materials.³²⁵ The duties for ordering building components and fittings and construction materials provided the conservator with an opportunity to control the conservation process and its details in a way that was not normally possible within the Swedish or Polish legal systems. Conservation by the Halland Model was accepted as being more expensive than in normal cases, depending on the labour market sector being so strong financially. The results consequently were far more valuable from a conservation point of view, since the conservator took part in the entire process from conceptualization to implementation, including control of the ultimate results.

For the conservation officers, the Halland Model also implied that they, for the very first time, were involved in major conservation projects with the clear objective to conserve historic buildings realistically with very strong ambitions. They were responsible partners in the processing of feasibility studies, qualitative and quantitative surveys and specifications of the costs, labour force and materials to be used. With increased involvement already from the initial stage, the conservation officers also

324 Folkesson 2003, pp. 8-

325 Gustafsson 2004a, 2004b; Gustafsson, Adler and Stymne 2009

became more aware of the economic prerequisites of the projects and the conditions for the financing of future maintenance. All this implied that the members of the KMV were beginning to understand that they were to be regarded not only from a preservation point of view, performing reactively just as supervisors in conservation projects. They also understood that investments in conservation could catalyse regional SD, and this meant that they would have to perform proactively. The other partners expressed increased understanding and appreciation of the values of historic environments and historic buildings. They also realized the contribution from the KMV to SD.

A new role for conservation officers is presented and discussed in the paper “The Halland Model and the Gothenburg Model: A quest towards integrated sustainable conservation”.³²⁶ 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 also participate in searching for activities and new functions that can take place in conserved buildings. Further, of course, it is a priority that such activities do not threaten heritage values, but at the same time it is most important that they bring some income to the estate that contributes to guaranteeing future maintenance in a sustainable way.

CRAFTSMEN

By the year 2002, approximately 1,100 of the 3,700 construction workers in the region had been trained and were familiar with traditional building methods and materials.³²⁷ These figures have to be compared with the 10-20 craftsmen available in Halland at the beginning of the 1990s.

Since a set of certain valuable historic buildings at risk was chosen to be conserved and restored by the Halland Model, these conservation works could be used for unemployed construction workers for practical works. As an effect – and instead of destroying the job results – these buildings would be saved as an important part of the conservation process.

Working with traditional building techniques and materials was a new

326 Gustafsson and Rosvall 2008b

327 Gustafsson 2003 pp. 41-

experience for the young construction workers. This might be an important contribution to their CVs when applying for other building construction work in competition with colleagues without experience from the Halland Model.³²⁸ The historic buildings were suitable for training programmes since they did not have the same time pressure as the construction sites on the ordinary market. The workers involved could be offered time enough to gain experience and learn from conservation and restoration. Within the framework of training programmes, apprentices as well as unemployed construction workers were offered training in bricklaying, masonry, plastering, painting, traditional log house techniques, sheet-metal work, stone craftsmanship, stucco work, window craftsmanship, flooring, thatchery, gilding, forging etc.³²⁹

Most of the work accomplished in the projects of concern was not conservation work based entirely on traditional building techniques, but in many cases rather ordinary construction work performed with traditional and locally produced building materials. With more ordinary tasks as well as advanced conservation work, the attractiveness of the conservation projects increased, to be made available as objects for training programmes for the representatives from the construction industry as well as for the labour market sector.³³⁰ For them, the tasks were not so odd and it was understood that it would possibly 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. conservation of the Harplinge Windmill. The apprentices acquired skills that might help them create a new niche for themselves.

In the Harplinge case, it was also verified that working places offered within the Halland Model were all meaningful in one way or another for the construction workers, for the involved partners as well as for society at large. It became obvious that the Halland Model offered work with intrinsic values, and did not just provide an occupation.³³¹ The labour market sector allocated resources in the form of funding. The KMV offered

328 See e.g. interview no. 3

329 Gustafsson and Polesie 2008

330 Gustafsson and Polesie 2007

331 Ibid.

resources in the form of historic buildings at risk, in need of conservation, that could be expressed as meaningful work. In competition with other public actors offering workplaces, the possibility of expressing “meaning intangible values” was of crucial importance.

The apprentices became more skilful with their tools and, since conservation work is often distinctly different from a rational, industrialized process, they had to become more problem-solving-oriented and open to searching for new solutions, often on the spot of actual working sites, during the building process.

HISTORIC ENVIRONMENT SECTOR

One obvious and important result from negotiations in the trading zone was that it was possible to rescue historic buildings at risk. Each single Swedish krona from the KMV for the conservation of CBH in the region of Halland was multiplied tenfold. Representatives of the sector acted flexibly and agreed that buildings perhaps of less important historic value were selected prior to important heritage sites, such as Tjolöholm palace and Grimeton Radio Transmitter station. Hereby, it was possible to anticipate the development of the Halland Model in general, and by acting flexibly the KMV could also strengthen its position in the partnership. In the Rossared case, it was made evident how the conservation officers initially had problems with too weak legislation and regulations. These case studies also describe how the need for financial assets was solved.

In the Harplinge case, the importance was described of the KMV realizing that its part in the cooperation was to deliver objects that could operate as working places for unemployed skilled construction workers as well as for apprentices.³³² Further, it was important for the KMV to accept this new situation and to play its crucial role. To do this, the KMV had to realize the value of its resources. When understanding this, it became possible to enter the trading zone and to negotiate and to make compromises, and further to start to cooperate. This was of conclusive importance and made it possible to reach results that the KMV alone would never be able to approach during normally prevailing circumstances.

In periods of recession, with increased demand for working places for the labour market sector, the LAN needed a buffer, an “object bank”. In this respect, the KMV offered some major conservation sites that could be established as working places for several years. From this perspective, conservation of the Harplinge Windmill and the Rydöbruk Industrial Site were of considerable value to the labour market policy. The conservation projects offered trainee posts for apprentices, in spite of the low activity and few projects on the regular construction market. The Halland Model offered young individuals opportunities to enter the labour market. Therefore, it was important for the KMV to express the need for conservation in terms of working days, rather than just historic values.

3.10.5 Integrated and sustainable conservation

It is demonstrated in “The Halland Model and the Gothenburg Model: A quest towards integrated sustainable conservation” that the prerequisite for enacting successful policies for regional culture and cultural heritage nowadays is very propitious.³³³ The UN and EU – as well as national, regional and local decision-makers – are increasingly regarding culture and cultural heritage as important resources for SD and as appropriate objects for investments.

The Göteborg strategy of the EU added an environmental dimension to the Lisbon process for employment, economic reform and social cohesion.³³⁴ The three aspects of sustainable development – environment, social and economic – can also be observed in the conservation projects within the Halland Model, according to the paper “The Halland Model and the Gothenburg Model: A quest towards integrated sustainable conservation”.³³⁵

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

333 Gustafsson and Rosvall 2008a

334 European Union. Presidency Conclusions. Göteborg European Council 15 and 16 June 2001. SN 200/1/01 REV 1

335 Gustafsson and Rosvall 2008b

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 conservation process involved regional cohesion and developed cross-sector networks as well as a multi-problem-oriented approach. Further, the level of knowledge was increased, local identity and democracy were strengthened, new jobs were created and existing ones preserved in the region.

The cases discussed in the papers referred to are to be seen as examples of and understood as a model for sustainable conservation. These projects might be considered to be economic since they obviously have provided returns on investments, and they have already guaranteed a future income to cover the costs of maintenance; moreover, they have contributed to regional growth. At Rydöbruk, a budget-based planning strategy was used, which set up the economic framework for the conservation project.³³⁶ An estimation of the capacity of the involved artists to pay was the starting point for establishing the budget. In other cases, the budget-based strategy implied that the costs for the estate owners were covered by subsidies from state agencies. These costs therefore could not be used when calculating the rent, which meant that the tender paid less, and e.g. cultural institutions could spend their budgets on cultural tasks, i.e. their core mission, instead of paying rents.

3.10.6 Regional attractiveness – tourism

The long-term effects of investments in historic environments could be clarified by local and regional attraction. The impact could also be studied in terms of quantity and quality. A question was realized about what happened to the individuals who took part in the Halland Model and moved from unemployment to meaningful apprentice projects but also, in cross-sectoral cooperation, representatives from the conventional building industry who had “discovered” the values of historic environments and

historic buildings and begun to discuss conservation principles.³³⁷

In the Halland Model, the functions of buildings were of crucial importance to the selection of conservation objects. The buildings that were conserved in the projects played an important role in the location of organizations, authorities, companies and inhabitants. This was clearly shown for the Slottsmöllan case at Halmstad, where a historic environment attracted new companies to establish themselves in connection to the restored buildings.³³⁸ Several ICT companies and related branches have moved to this location. At Rydöbruk, the restored industrial site was a factor of location, and not only for artists.³³⁹ Also, carpentry SMEs moved to the area and became the biggest group of employers in the village with over 40 new jobs.

Nowadays, culture tourism is one of the most important keys to preserving CBH.³⁴⁰ It may also be stated that historic built environments, to a growing extent, are becoming popular tourist attractions. The problems may therefore not be how to interest people in visiting historic monuments, but rather to find adequate levels of visitors that do not destroy the assets.³⁴¹ Traditionally, tourism in Halland had above all been associated with swimming and bathing, and possibilities to prolong the season were therefore discussed. In the case of all-around-the-year tourism, both attractive built environments and indoor activities can be of vital importance. Above all, the projects concern cultural tourism.³⁴² This means that all the conservation projects within the Halland Model were significant for tourism. Several of its projects had a very important role, sometimes a central role, in the tourist attractiveness of the region. The most obvious example is Tjolöholm, which has been one of the most visited places in West Sweden.³⁴³ This palace, however, has been strongly attacked by

337 See e.g. Andersson 2003, p. 14; Gustafsson 2003; Holm 2003, p. 6; Johansson 2003, p. 13; Gustafsson 2004a, 2004b; Gustafsson and Rosvall 2008; Gustafsson, Adler and Stymne 2009; interview no. 2; interview no. 3

338 Gustafsson and Polesie 2008; Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009

339 Gustafsson and Polesie 2008

340 Dupagne et al. 2004

341 Sacco and Ferilli 2008

342 Gustafsson 2003, pp. 51-; Lillhage 2003, p. 17

343 Gustafsson 2004; Reit 2004

aggressive fungus as well as by dry rot, and it would probably not have been possible to save the building if it had not been for this cross-sectoral cooperation.

3.10.7 *Environmental dimension*

As discussed e.g. by Fusco Girard as well as by Gustafsson and Rosvall, building conservation, where reliable and environmentally adapted construction methods and materials are used, has a lot in common with ecological construction methods.³⁴⁴ Thus, preservation was recognized as in essence an economizing of resources for the Halland Model. In the pilot project Halland Model at Olsztyn, three environmental impact evaluations were carried out: two studies of the Tyreshill pellets installation at Rydöbruk and a special evaluation of the environmental impact of all the conservation projects within the pilot project. In a survey carried out by Halmstad University College, Gunnarsson et al. made certain critical points concerning the choice of place for the pellet furnaces in an annex, depending on the heat losses and the fact that a floor heating system was installed to replace the existing heating radiators.³⁴⁵ In another report, Håkan Dagsgård, a consultant in the business of heating and ventilation, was in turn very critical of the inquiry made by Gunnarsson et al.³⁴⁶ The historic qualities of the building were emphasized and the special conservation aspects that would need to be taken into consideration. Furthermore, the regional importance of the reference installation, financial aspects, the fact that the smallest possible environmental impact had been achieved and that local producers can supply fuel were stressed. The placing of the installation in the annex was motivated as a reference project, required to be available for the construction industry and others. In another survey, Alicija Svensson analysed how different environmental aspects of the conservation projects gave rise to an environmental influence.³⁴⁷ The environmental aspect means all the activities, products or services involved that might have an influence on the environment. Conservation may be

344 Fusco Girard et al. 2005; Gustafsson and Rosvall 2008b

345 Gunnarsson et al. 1998

346 Archive of Regional Museums of Halland, Halmstad

347 Svensson 2000

looked upon as a link for minimizing environmental effects and a means to gain an increased circulation adaptation, above all through recycling and reproduction of materials and therefore an environmental aspect with a positive influence on the environment.

Svensson reviewed all the qualitative and quantitative survey documents for the conservation projects in the pilot project and also performed examinations on site. Afterwards, all the activities and materials were listed, and comments were made on the influence in various respects on the environment. In general, it was observed that those generic construction materials like wood, ceramic tiles, concrete, glass, plaster, wood, wooden doors, lime mortar, linseed oil paint and putty were good construction materials from an ecological point of view. Furthermore, Svensson noted that all the restoration projects, since they were recycled for a new purpose, had a positive influence on the environment.

Further, the evaluations concluded that the heating systems of the buildings were changed or renovated and therefore required reduced electricity consumption. Here, the castle cellars at Olsztyn and Tyreshill at Rydöbruk especially should be mentioned. At Olsztyn, an Ecologic Centre in the villa at ulica Metalova was established.³⁴⁸ At Olsztyn, the heavily polluting carbon heating system was replaced with a more environmentally friendly system fuelled by natural gas. At Rydöbruk, the pellet installation of Tyreshill worked as a reference project for the regional construction sector.³⁴⁹

3.10.8 Regional sustainable development

SD is defined as a development that is sustainable under economic, social and environmental circumstances. Conservation projects discussed in this doctoral dissertation can be described as sustainable preservation, or conservation. These projects are considered to be economic since they had an obvious return on the investments, guaranteed future income covering the costs of maintenance and they have moreover contributed to regional growth. Concerning social aspects, the conservation process involved

348 Gustafsson 2004; Gustafsson, Adler and Stymne 2009

349 Gustafsson 2003, p. 124; Holm 2003, p. 6; Gustafsson 2004; Gustafsson and Polesie 2008; Gustafsson and Rosvall 2008a, 2008b; Gustafsson, Adler and Stymne 2009

regional cohesion and developed cross-sectoral networks and a multi-problem-oriented approach. Further, it 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.

The pilot project Halland Model at Olsztyn was carried out as a pilot project aimed at testing whether it was possible to implement and translate a successful Swedish joint venture project into other political, cultural and economical circumstances. The paper “Managing across Boundaries” clearly shows that this kind of implementation is possible. One reason was the close contacts and connections between political leaders from regional and local authorities in Swedish and Polish regions, respectively.³⁵⁰ They had established a kind of twin-region relation for a period of several years, and were motivated by this inter-regional collaboration. The Halland Model pilot project at Olsztyn was based on a decision made by the Swedish Prime Minister together with his Polish counterpart, and that gave the project the highest priority among decision-makers at various levels as well as for actual participants, and motivated them all to do their best. This project was organized with six working groups where Polish and Swedish colleagues met and discussed conservation specialists’ issues, labour market policy, architectural issues etc. Practically all those who had a role in implementing the project also took part in the inter-regional exchange of knowledge and experiences, and felt important and were motivated to learn.

3.11 Judgement

In the initial phase of the Halland Model, the focus was placed on the preservation of historic buildings and the employment of construction workers, together with training in traditional building techniques; it successively became important to find new functions for improved premises

350 Gustafsson, Adler and Szymne 2009

that were to be established as assets for strengthening regional competitiveness as well as enabling SD in general.

In the trading zone, the actors discussed policies and resources, and values and facts. Negotiations and judgements of all-embracing issues were realized, e.g. to preserve buildings or not, to involve more participating interests or not and how to realize projects, rather than being obstacles for joint venture, different policies, values, facts and resources of the participating actors. In the trading zone, values of different policies were “translated” to be understood as resources for different actors.

3.11.1 Topics for negotiation

At Rydöbruk, where a couple of important historic buildings had already been demolished during the 1980s, an office block was threatened with use as a training object for the fire brigade, at the beginning of the 1990s.³⁵¹ The Steering Committee of the Halland Model took the opportunity to be the driving force for the decision regarding the activities that were to take place in the buildings after the finished conservation. Three possible functions were presented by different actors: apartments, a museum for a major stone collection or a residence with studios combined for artists. During this period, Rydöbruk was a removal village and estate owners had problems when trying to sell their houses. From this side of the Steering Committee, it was regarded as a complicated factor to cooperate with private companies. The stone collection was never really of interest in this context; it was not regarded as having enough possibilities for regional development. The idea of an Artist Village with studios and residences for artists had few supporters among the committee members at the beginning. However, with a strong initiator, who had had a position of great responsibilities at the big employer in the municipality, this project had some kind of a guarantee for its implementation and future. At that time, subsidies for artists’ studios were reduced, e.g. in Stockholm, the capital of Sweden. Therefore, a relatively large target group was formed. The idea was to attract artists from Stockholm to move to Rydöbruk, where they would find cheap residence as well as studios. The municipality as well as

351 Gustafsson and Polesie 2008b

the region would thus gain a new goal for visitors as well as attracting new inhabitants from the creative class.³⁵² The venture for an Artist Village was linked to other regional cross-sectoral collaboration projects, such as the construction of a house for a riding school and the improvement of long-distance nature trails in the surroundings, and together these would possibly provide Rydöbruk with a better prospect for the future. Still, however, the local authority of the municipality was reluctant.

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, and 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.³⁵³ It also helped the Steering Committee to improve and stabilize the Halland Model, not least when it came to the selection of new conservation objects.

3.11.2 *Adjustments*

Different areas of politics are based on different objectives and experiences as well as the use of different backing theories and discourses. In situations with several interests, debates and negotiations, partly conflicting or at least diverging, adjustments have a central role. The reasons why different actors might have interests in participating in the Halland Model have varied. When preserving historic buildings, the KMV insisted on carefully executed conservation, performed with traditional building techniques and with traditional building materials. In various documents, a

352 Even if the participants in the Halland Model were not aware at the time of the term developed by Richard Florida, one idea was to promote the declining industrialized municipality with entrepreneurs in the culture industry; Andersson and Strömquist 1988

353 The application to the Swedish Government's venture in the Baltic Sea area, "the Baltic Billion" (Östersjömiljarden), was based on these evaluations. The Swedish Prime Minister, H.E. Göran Persson, decided to allocate SEK 25 million (almost €3 million at the time) to the pilot project "Halland Model in Olsztyn".

hierarchy had been developed,³⁵⁴ where the most valuable buildings from a historical point of view were placed in order of precedence. In the Halland Model, the KMV had to be flexible and not follow that list exactly in order. One building of “less” historic value would possibly be conserved before a more valuable one depending on whether other partners in the Halland Model regarded it as more “interesting”. This kind of valuing process was a trade, where the KMV traded objects: a less historically valuable building first if the conservation of a more valuable one was guaranteed later. Further, such a broad cooperation as the Halland Model also implied that it was not just the specific agenda from a single sector of society that ruled the objectives. The KMV had to listen and to negotiate with the construction industry as well as with the LAN. This implied e.g. that the large construction companies were made responsible for the fragile conservation of small cottages, and that unemployed “normal” construction workers instead of experienced craftsmen had to carry out the work.

3.11.3 *Priorities*

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 in the trade cycle or the “Halland Model cycle” they were.

A strategy was developed, where one major conservation project was to be established in the northern parts of the region and at the same time one other in the southern parts. These projects had the function of kind

354 Listed buildings, municipal historic environment programmes or urban protection plans

of a regional base for the Halland Model, where workmen's sheds, equipment and tools were located. From there, smaller teams of construction workers could start to work on minor conservation projects in the surrounding neighbourhood. Painters have as a group a special problem with seasonal unemployment, and during wintertime workplaces are therefore generally fewer. In the Halland Model, indoor painting was carried out during wintertime, thus offering these unemployed painters temporary employment.³⁵⁵

Anticipated functions of the historic buildings after the completion of conservation work became more and more important for the selection of objects. At the time when the conservation of Spenshult rheumatic hospital was selected for a project, there was a discussion within the leadership of the hospital on whether to close its activities in Halland, and instead to expand in the northern parts of Sweden.³⁵⁶ Together with investments by the LAN in other parts of the hospital's activities, an attractive package was put together to solve the problem of the survival of the hospital in Halland as a whole, and thereby the prerequisite was achieved for developing activities of advanced research into rheumatism in Spenshult. A similar strategy was applied in the conservation of Kuggavik holiday camp for children, owned by IOGT, the International Organisation of Good Templars.³⁵⁷ Here, pupils at the age of 12 years were informed in courses about threats from the use of tobacco, alcohol and drugs. The buildings were not thermally insulated for winter use, and the activities could therefore only be operated in the summer period during the warm months. For this reason, the leadership of the IOGT discussed closing these activities and moving to another part of Sweden, which would result in Halland being without such an education programme for the pupils. The conservation of this project was therefore carried out as an energy-saving experiment. In

355 In the conservation of a detached house at Spenshult rheumatic hospital outside Halmstad, experimental work was carried out within the Halland Model to test whether it would be possible to paint outdoor surfaces with linseed oil paint in the wintertime. If that would be the case, it would entirely change the labour market for painters as a group. To carry out the test, the whole building was sheltered and heated within a tent. The cost was regarded as too high but the results of the painting were technically acceptable.

356 The Spenshult rheumatic hospital was organized as a trust, having a similar establishment located at Östersund, Sweden.

357 Gustafsson 2003, p. 86; Holm 2003, p. 6

this case, historic buildings were insulated without losing their architectural values, and a pellets-based heating system was installed. With these improvements, the compound could be used throughout the year, and the leadership of the IOGT therefore decided to continue the operations of the establishment at Kuggavik and in Halland.

3.11.4 Judgement

For the conservation officers and the KMV, the preservation of historic buildings was objective number one. To be able to achieve this, they needed resources: funding, building materials and organization, as well as skilled craftsmen trained in traditional building techniques. The KMV had the capability to offer the collaborating partners historic buildings that required work-intensive operations, for conservation. However, the buildings also had other values. They cannot be moved from their location in the region, implying that resources invested by the regional government would stay in the region.³⁵⁸ It also became more and more important to find new activities for the conserved historic buildings that might be of importance for regional growth, strengthening the region's competitiveness and/or SD in general. For this new kind of problem-solving, the conservation officers had to develop individual as well as team-based skills to interpret the trade between the values of the preservation of, funding the future maintenance of and public access to historic buildings.

The Halland Model increased the economic resources tenfold for the KMV, and substantially contributed by preserving and conserving more than 90 historic buildings, half of them directly threatened with demolition.³⁵⁹ 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

358 The trained construction workers could of course move from Halland.

359 Folkesson 2003, p. 8; Gustafsson 2003

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 the Halland Model, various interests of society were trading different values. For the KMV, it was important to account clearly for its contribution to regional growth and sustainable development and in some cases to strengthen democracy.³⁶⁰ In this context, it also became clear that the KMV may be poor when it comes to the annual public budget, but for the cooperation in the Halland Model, the KMV represented considerable and comprehensive resources. In the catalogue that was the basic “tool box” for the Halland Model and that presented historic buildings at risk in Halland, the KMV had prepared its initial selection of objects that were regarded as being possible to conserve within regional collaboration. Since this was established with a long-term collaborative partnership, it was not necessary to fight for conservation first and foremost of the most valuable building from a historical point of view; instead, continuing collaboration implied flexibility and alternately historic buildings prioritized jointly by the construction industry, the labour market sector, the regional development agencies and the KMV were selected as conservation projects. In the feasibility study, the conservation officers had a role in negotiating the function, planning, design and materials as well as conservation guidelines in general, together with the collaborating partners. For the conservation officers in Halland, this was a new role in the 1990s. In the Steering Committee, the strategic decisions like issues of funding, function, timetable etc. were made in collaboration with other national, regional and local authorities. In the project conservation teams, the more detailed conservation issues like technical solutions, materials and conservation principles were decided. In these teams, experienced conservation officers as well as craftsmen participated together with various professionals, like restoration architects, engineers and other kinds of experts. With a holistic attitude and overall common objectives, it became easier to make decisions and also to put the conservation issues in a central position and to improve the commitment among the participants, including the conservation officers.

One general objective was to handle the recession: it was not just about giving the unemployed workers “something to do” during the period when they were unemployed; instead, the aim was to prepare Halland for prosperous times. In this respect, construction workers were a target group since they were anticipated to build in future new facilities, establishments, offices, apartment houses etc., which would be needed when private enterprises were to start to make investments again. Conservation projects could be used in this context as meaningful workplaces for unemployed construction workers.

THE HALLAND MODEL

Chapter 4:
CONCLUSIONS AND
RECOMMENDATIONS

THE HALLAND MODEL

4 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

The Halland Model may be characterized by its trans- and interdisciplinary multi-problem-oriented approach, in which a cross-sectoral professional team at the regional level was able to effect projects with broad perspectives, aimed at solving sets of difficulties simultaneously within specific conservation projects. These projects may be described in different ways depending on the perspective of observations, e.g. as in the Olsztyn case. The Halland Model may be regarded as a cross-sectoral network operating with CBH issues from a broader perspective than is normally the case. The network was aiming at the conservation of historic buildings, serving labour market requirements and employment policy, providing vocational training and education, as well as satisfying environment policy. The objective was at the same time to support regional tourism and economic growth, to strengthen democracy and competitiveness, and – not least – to enhance SD in general.

All the stakeholders of the Halland Model had to understand and agree upon all-embracing objectives. In the Halland Model, 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. This dissertation has demonstrated how the trading zone functioned as the centre for negotiations and judgements in a field between policies and resources, and between values and facts. Here, the described stakeholders had to make judgements at several levels, simultaneously. According to Beiner, all actors have objectives of their own, and in the trading zone it was of decisive importance to find the right argument for each level of judgement. Beiner's conclusion is that political judgement should embrace the perspectives of spectator as well as actor, and this calls for distance and experience. The judgement within

the Halland Model can therefore be defined as *the activity of subsuming particulars under universals*.

With the empiric cases presented in this dissertation, it was described how the actors of the cross-sectoral collaboration within the Halland Model developed a multi-problem-oriented approach, implying that it became obvious that the overall objective was to support the Halland region in enduring the recession period and to prepare thoroughly for the next phase of prosperity. This dissertation is based on more than 15 years of experience of the process of judgements in the trading zone of the Halland Model. AR and collaborative research has been used and the judging spectator has been able to step back to extricate himself from preoccupying interests and purposes to see objects of judgement from a distance.

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 SD in general. In this context, the KMV changed its tradition of minimizing risk in the known space for new challenges in the unknowable space. In this dissertation, the concepts integrated and sustainable conservation are discussed, based on theories e.g. by Feilden, Rosvall, Fusco Girard, Della Torre and Muñoz Viñas. 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 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 SD in general.

The authors discussed values in paper 1, concerning conservation and the development of integrated and sustainable conservation and its relation to SD and regional growth in general. In paper 2, the authors discussed how the KMV may act for the realization of SD. 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 conservation of Rossared Manor House and a villa in Olsztyn demonstrates in paper 4 how the KMV may

prepare for major conservation initiatives within a too-weak legal system, how to treat principles of conservation in such projects as well as return on heritage investments in general. A proposal 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, is presented in paper 5. Collaborative research, exchange of knowledge and experience in an international environment as well as management competences are discussed in paper 6. The capability building within learning districts is discussed in paper 7.

In papers supporting this dissertation, it was clarified that the Halland Model generated an obvious return on employment in the Halland region. Further, it was noticed that almost one-third of the construction workers in the region between 1993 and 2003 were involved in this project: approximately 1,100 of a total of approximately 3,700 construction workers. More than 100 apprentices became skilled workers, having earned their vocational certificate, and approximately 235 persons were employed in activities that took place in buildings' restored and improved premises. The paper on Rossared showed that approximately 140 construction workers were employed only in the conservation of Rossared Manor and 120 in the villa in Olsztyn.

4.2 The Trading Zone

The members of the Halland Model represented different interests, and the sectors or industries involved had separate aims and objectives as well as their own sets of values, needs, resources, policies, networks, regulations, laws and enactments, but also specially developed mindsets and vocabularies. When new problems occur, according to Keating and Hertzman, they are most often solved by the introduction of new institutions or bodies with new responsibilities and the introduction of accompanying clearly defined borders. One important observation is that it was obvious that various sectors and actors often used different denominations, which were not compatible. Therefore, it was difficult for participants to agree upon common cross-sectoral objectives. Further, there was pressure for change, and new jobs were needed. Together, these circumstances stimulated new initiatives, but to enable their accomplishment, the various interests and

sectors needed to develop new ways to communicate.

4.2.1 Trading between the historic environment and the labour market sectors

The labour market policy was changing in Sweden at the beginning of the 1990s, when the objective of full employment was replaced by the objective of low inflation. To fight the recession, the strategy was aiming to attract workers from declining industries to move to the construction industry, to find labour market measures for unemployed construction workers. The labour market sector was in an acute need of working places, and also in need of long-term projects, especially in the construction industry. The labour market sector demanded working places that would last for a long time. To be able to offer unemployed construction workers and apprentices temporary employment and trainee posts, the LAN needed a buffer of time-consuming projects. From a labour market policy point of view, the more work that these places needed and the longer the projects lasted, the better. The answer to this in the Halland Model was the listed historic buildings at risk. With this list as a planning tool, the partnership had the joint capacity to plan, implying that the KMV became more involved in the entire procedure, from its very beginning. The KMV provided historic buildings to the LAN that required a considerable time to conserve and where purposeful work might be carried out. One important point of negotiation in the Halland Model was therefore the ability of the KMV to express the conservation work required in terms of the time needed for fulfilment.

Since no-one for a long time had made any investments in the maintenance or conservation of the historic buildings at risk that were listed, they could consequently be regarded as not belonging to the ordinary construction market. Public-funded investments in these buildings at risk would therefore not disturb these markets with displacement effects. Instead, with such investments, the whole construction market could increase, including e.g. sub-contractors, consultants and material suppliers.

Knowledge about the CBH and historic buildings as well as building conservation is a unique competence for the KMV. In the Halland Model, this resource was shown to be of importance not only for the implementation of the projects but furthermore for SD in general. Compared with the

members of the labour market sector and construction industry, conservation officers had more experience of what Beiner describes as being “acted upon” than acting. The conservation and restoration works additionally improved competence among the conservation officers in the region about traditional building techniques and the use of traditional building materials, as well as craftsmanship in general. As a result, the quality of conservation within the Halland Model was growing compared with ordinary conservation works in Halland, thanks to the financial assets together with well-developed organization and increased knowledge among the participants.

The LAN had financial assets and this made it interesting as a partner for other public sectors. The LAN also had experience of planning and realizing big projects. This implied that it had, over the years, developed a network of important decision-makers at local, regional and national levels. Another example of new knowledge acquired among the members of KMV was how to cooperate within comprehensive projects. In this field, LAN had long experience and very well-developed networks of decision-makers, policy-makers and stakeholders as well as end-users. With many actors in a project, decision-making, prioritizing and keeping the project together was important.

4.2.2 Trading between the historic environment sector and the construction industry

The training period to become a skilled construction worker required 3 years of secondary school followed by 6,700 hours of apprenticeship. These hours were documented in the apprentice’s book, in which regional representatives from the RYK noted the training items executed, i.e. various kinds of construction work. The focus of the period after the Second World War was exclusively on modern building techniques and modern building material. The construction industry accepted neither renovation nor conservation as training items and hence they were not recognized as merits for the apprenticeship. For this reason, neither the construction industry nor the apprentices were interested in conservation sites as trainee posts. The decision was of vital importance, from the side of the RYK, that the time spent at the Halland Model conservation sites was accepted for

inclusion in the apprentice's book and reckoned within the 6,700 hours required.

Another positive effect for the apprentices and skilled construction workers of working in conservation projects was that they were trained both manually in a craftsman-like way as well as mentally, respectively, to make their own conclusions. There were no manuals developed for the assembly of building materials in the conservation work as was the case in the construction of new houses. The young apprentices consequently became interested in traditional building techniques as well as in historic buildings and cultural heritage. This made the younger generation respect historic craftsmanship and they could gain important experience in independent and critical solving of problems, and in not accepting standardized solutions to all tasks without serious individual considerations. Training programmes where the apprentices were provided to participate on site in real conservation work, according to Carling and Richardsson, had better outcomes than classroom vocational training.

4.2.3 Trading between the labour market sector and the construction industry

The labour market sector had the financial assets and available unemployed construction workers, but could not by itself offer any working places or trainee posts. The construction industry could on the other hand 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.

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. 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 for apprentices. Depending on the lack of investments, there were still no "real objects" available, where it was possible to find the needed practice.

From the side of construction industry, the interest was to train the

apprentices to be a labour force provided to meet future demands. With no construction works operating in the region, there would be no objects for the apprentices where they would be offered their final three years of practical work and therefore no possibilities to fulfil their training. This situation denied them the opportunity to receive their vocational certificates and become skilled workers, fully salaried. At the national level, in the same period, the problem with an aging workforce was observed and, during one annum, the average age of the construction workers increased by two man-years.

A methodology for the shared planning of resources between various sectors cooperating, as in the Halland Model, implied that each of them improved their specific possibility of achieving the objectives of their policy area and fulfilling the mission of their sector. For the KMV, it was possible to increase the number of preserved and conserved historic buildings and to save them from demolition as well as to train a young generation of construction workers in traditional building techniques. For the labour market sector, it was possible to find new jobs as well as to preserve existing ones and, for the construction industry, it was possible to train a younger generation and to lead them to vocational certificates.

It was important within conservation projects that conservation officers also participated in the search for activities and new functions that might take place in a conserved building, and consequently the conservation operations were intended to be sustainable, e.g. meaning that a building was to be preserved for a long time. It was described in the paper “The Halland Model and the Gothenburg Model: A quest towards integrated sustainable conservation” how priority was given to activities that did not threaten historic values. Well selected new functions for the conserved buildings were anticipated to become an important tool for planning SD. Decisions were made within the framework of regional strategic cooperation cross-sectorally jointly with other means of interests of society and political spheres. The new functions of the conserved buildings would have to contribute to the SD of the region, according to the EU Göteborg protocol. At the same time, it was most important that the new activities in the improved premises were bringing some economic return to properties, contributing to guaranteeing their future maintenance in a sustainable way.

4.3 How was the Trading Zone made possible?

The trading zone within the Halland Model was based on the relations between the actors: the construction industry, the labour market and K MVs and their manifest needs, values and resources during a specific time of recession. The various sectors had to express their values to make them attractive to the other parties, thereby becoming tradable. This resulted in common objectives for the joint cooperation, to which all the members of the Halland Model agreed. This can be understood as what Vickers denominates *appreciative judgements*. The making of reality judgements was in the trading zone concerned with what initiatives were “Halland Model projects” or not, respectively, as well as the internal and external relations of the stakeholders. The making of *value judgements* implied that each actor was responsible for its sector’s policies and values. The making of *instrumental judgements* was concerning how the presented facts and the outcomes of the initiatives were interpreted by the stakeholders. In the selection of projects, consensus was reached to give priority to the ones with the highest return to established common objectives, instead of separately fighting for those projects that were most in line with each sector’s delimited aims.

Each of the various interests in the partnership was applying specific sets of values, and when negotiating those values, they were respected by the other actors. The K MV was keeping a strong position in these discussions and negotiations since it realized and accepted the role as a supplier of working places lasting for a long time, being suitable for the target groups consisting of the construction industry and the labour market sector.

The participants who represented the K MV in the Steering Committee realized that the main role for them in cooperation with the labour market sector was as a supplier of historic buildings providing long-term working places. The K MV was experienced in negotiating with the other sectors’ values concerning e.g. the development of estates, historic and architectural values, and craftsmanship as well as the future functions of conserved buildings. When entering the trading zone within the Halland Model, the K MV had to understand how to express the conservation of CBH in terms of extrinsic values. Further, the conservation officers had to

learn how to trade with the other sectors' values; then, it became obvious that the conservation officers had a certain advantageous position since they provided a list of historic buildings at risk, the “object bank”, and simultaneously the labour market sector needed meaningful long-term working places.

An important aspect of cross-sectoral cooperation, and the role that the KMV played as an offensive force for the promotion of SD, was how other the actors involved understood and appreciated the value of CBH. Initially, a common view among the representatives from the construction industry, the labour market sector and estate owners was to demolish proposed conservation objects. In general, the cost for conservation was in many cases regarded as being too high, and historic buildings were regarded as obstacles to more profitable, future development projects. In this sense, the historic environment traditionally has most often played the conventional role of opposing development in general. In the Halland Model, the KMV had the opportunity to act in a different way. Here, the sector was also involved in the planning of new activities in the actually conserved buildings. Generally speaking, and observed from its context, CBH is to be understood as an infrastructure and a pool of resources for regional SD. This situation changed the process in a crucial way and implied that the KMV became prepared to be a proactive partner for future planning instead of just a reactive one as it had been traditionally. The cases presented in this study all show that it was time to stop looking at the conservation of historic buildings and the historic environment as obstacles to economic growth. On the contrary, in the paper “Development of management skills within cultural heritage administration”, it is verified that historic values were mentioned increasingly often in association with regional and SD. Moreover, new actors, such as political representatives and civil servants as well as representatives from the private sector, were reached through conservation projects within the Halland Model, executed in a creative ambience with a shared vision, which will probably facilitate future cooperation

4.3.1 Regional cohesion

The post-industrial economy has coincided with the European and the

regional levels have grown stronger in political importance, at the sacrifice of the impairment of the national level. Consequently, volatility and regional cohesion have been expressed in and by the EU, and the Lisbon Agenda has emphasized the strengthening of regional competitiveness. As an effect, regional development programmes have emanated from specific regional prerequisites and conditions. The Halland Model is to be regarded as responding to these new demands. An increased focus on developing regional joint ventures aiming at development opened up new conditions for KMV, as described in paper 6, as well as in papers 3 and 4. To be successful in the preservation of historic buildings, it was not satisfactory just to be organized. In the Halland Model, it was demonstrated that, to be successful in rescuing historic buildings, it was of distinct importance to find funding for the conservation as well as new operative functions for the buildings refurbished. In paper 1, the Halland Model was understood to be a tool for SD, operating with the three dimensions of environmental, social and economic development.

CROSS-SECTORAL COOPERATION

The Halland Model was started as a building conservation project in collaboration with labour market policy actors. Soon, however, it became obvious to the stakeholders involved that the regional community impact of this joint venture was even larger. Regional cross-sectoral networks were designed and accomplished in this cooperation, following multi-problem-oriented approaches in projects aimed at the conservation and restoration of historic buildings. This may be compared with the *Governmental Politics* model of Allison, where actions are best understood as the result of politicking and negotiation by its top leaders sharing a common goal. It was of decisive importance for the KMV, therefore, to have the ability to enable capacity to express the “value-in-use” of the historic environment as “value-in-trade” for the partners in the regional cooperation. This partnership was set up as a broad scheme of collaboration between the public and private sectors of concern, completed by the research sector in a joint triple-helix cooperation. The surveys realized aiming at elucidating the community impact of public investments in the Halland Model made it possible for the partners to understand how cooperation might contribute

to solving specific problems within their own sectors. Understanding the trade between the sectors made it possible to develop common objectives, based on trust and forming the foundation for making decisions about priorities and the selection of projects and objects for operation.

The cases were presented with descriptions of the regional cooperation and how it was organized, by a steering committee, an executive committee and project planning groups as well as conservation groups, where decisions were made. Priority was given after trading between various interests, values, needs and resources. The KMV was capable of confirming the value of investments in the conservation of historic buildings and convincing the other members of the partnership, even if they did not originally have a manifest interest in this. Further, it was described how the conservation projects operated on site, guaranteeing the quality of the conservation process. In an early development phase of the Halland Model, unemployed experienced craftsmen were trained to become instructors for apprentices. Representatives of the training school were additional members of the Steering Committee. In the Olsztyn case, it was described how the exchange of knowledge and experience between the countries of the Baltic Sea region was established, organized and developed.

The KMV took the initiative to elucidate this exchange further through various evaluations and surveys, not restricted to investigating only the outcome of the conservation projects from a narrow conservation point of view. Instead, the surveys also implied analyses of value for other sectors, e.g. labour market policy, the construction industry, tourism policy and culture policy. To accomplish the surveys, the Halland Model needed a close relation with researchers in the conservation field as well as in SD. The paper “Managing across Boundaries” discusses how broader approaches to the surveys have led to prerequisites to improve the cross-sectoral aspects of the regional partnership. These contacts with researchers also resulted in the introduction of new ideas and the development of new objectives in the Halland Model, aiming at regional SD from a broader perspective. In the papers, it was described how knowledge gained about short-term consequences for the regional labour market reached acceptance. Also, the importance of maintenance, conservation and rehabilitation of the CBH gained acceptance as well as the long-term consequences

and the importance of the built cultural heritage as an attraction for tourism, new inhabitants and new enterprises.

An important lesson learned from the cases presented in this study was the valuable impact of close collaboration between researchers and practitioners from the public and private sectors, manifest in the practical outcome and general results of the projects. Empirical data used by researchers were developed within the projects and by the formation of new concepts and eventually the results were presented in new proposals for decision-making. The new proposals were closely linked to the professional language of other sectors, leading to a better description and elucidation of the overall objectives and also to a broader interest in and understanding of the results of the conservation projects. To enter regional cross-sectoral networks aiming at regional SD and to be accepted as a serious partner by the other actors, the KMV had to find a language to communicate with decision-makers and with the other political and business sectors.

REGIONAL DIMENSION

Without any doubt, only very few of the conservation projects established would have been accomplished without the regional approach of the Halland Model. These projects allowed unemployed workers in one municipality to be employed in another one, e.g. in the Rydöbruk or Rosared cases. The strategy of the Halland Model was to establish one major project in the northern parts of the region and another one in the southern parts, to operate in the neighbourhood as the basis for other small conservation projects. The Steering Committee aimed at balancing the resources all over the territory. All the municipalities involved would benefit from the project: financially, knowledgably and by increasing the attractiveness of their historic environments. It was also important from a political point of view that all local public bodies should be involved in the project, and thereby realize that they would benefit.

In the paper “Managing across Boundaries”, the collaboration is described and how the joint actions of the KMV, together with other sectors with different, or sometimes even opposite objectives, was not initially well accepted by several of its own professionals. Gradually, new concepts and cross-sectoral networks were developed with a multi-problem-oriented

approach. This implied that other sectors felt responsible for the scheme: for example, the Swedish Ministry of Foreign Affairs took an initiative to develop further the Halland Model pilot project in Olsztyn as an instrument for strengthening democracy in BSR.

It was crucial that all the actors realized the importance of participating in the process, as well as being enabled to see results notable for their purposes and to identify them with the project. As an example, in the Rossared case, an exchange occurred in the trading zone, since a common language of communication across the borders was developed between different interests and practices. In this respect, the actors in the conservation project were finding common objectives and language.

The cross-sectoral process implied a major threat to the preparation and realization of the projects. It was necessary for the actors to understand the trade as well as to agree on priorities and the selection of objects and projects. This also implied that the various roles of actors had to be well defined and respected by the others, e.g. the labour market sector could not make decisions based on cultural heritage values or vice versa. It was also necessary that all actors could see that their expected outcome and results of the project were fulfilled.

The papers presented the development in the Halland Model of common concepts, objectives and also a *lingua franca* (“a professional language”), implying that the various actors and participating bodies and authorities were manifesting responsibilities in comparable ways. This is comparable with the concept of *receptive context* of Pettigrew. Thanks to evaluations that demonstrated facts of community impact, the Halland Model was given priority by the decision-makers. For instance, in the Rossared case, the conservation work had already started before the project planning was finished with a feasibility study, technical surveys and an estimation of costs as well as curricula of the training programmes. That implied a great challenge for all involved. From different perspectives, the actors involved regarded it as important to begin the conservation work. The KMV understood its responsibility to protect, preserve and conserve the manor house. The LAN regarded the project as an important contribution to the solution to problems on the labour market as well as the termination of a period of unemployment benefits for the construction

workers. For the RYK, this offered an opportunity to train apprentices.

The cooperation was an active partnership, based on trust and respect for the other partners. The key factor was transparency, visible e.g. in mutual access to the collaborators' budgets and book-keeping. Other important factors were flexibility and patience: the former implied new ways to act in the usage of existing budgets; the latter implied agreements between the sectors to contribute to lower ranked projects, knowing that the higher ranked ones would be accomplished in the next round anyway.

4.3.2 *Resources*

There was no doubt that the LAN at that time was the most important financier for realizing the Halland Model. The contribution was characterized by a creative, flexible and innovative attitude, full of courage. The resources of the Halland Model consisted of *financial assets*, time and objects. The LAN, however, had no capacity to accomplish the Halland Model without partners. Enterprises and other bodies were required, which were able to offer working places with a long duration and without resulting displacement effects. The conservation of historic buildings at risk responded to these requirements and therefore became an important resource. The financial contributions covered the costs of manpower and material expenditure. The KMV had the knowledge and ability to define the historic values required, and the assets became a value-in-trade for cooperation between two sectors concerned.

4.3.3 *Knowledge*

In such a broad cooperation as the Halland Model, the collective knowledge and capability of the various projects was much greater than those of an ordinary conservation project carried out just within the KMV. The construction industry contributed experience in terms of the realization, implementation and preparation of projects as well as the introduction of knowledge about technical, financial, management, insurance, construction and guarantees of employer issues. The labour market sector had, in addition to labour market and employment issues, substantial knowledge about management, based on the political system. Other partners contributed their specialities. One important challenge was to find a way to

communicate that implied a common understanding among the partners.

HISTORIC ENVIRONMENT SECTOR

For the KMV, the aim was not limited to preserving just one specific historic building. Instead, the establishment of the ability to express its community impact and contribution to regional development was the starting point for the regional SD partnership. It was important that this was understood by the representatives of the sector as well as by decision-makers from other areas. In the trading zone, the KMV contributed with knowledge about the history of Halland, well-developed planning instruments and the conservation principles (discussed in the chapter on the “Theoretical Framework”).

Rossared Manor was the first major completed conservation project within the Halland Model joint venture scheme. It was also one of the first conservation projects in Halland to be accomplished by an initiative from the public sector with the highest ambitions concerning the use of traditional historic material building techniques. This situation introduced new demands to the KMV, and implied that the management skills for conservation sites had to be developed.

In the Harplinge case, it was obvious that the KMV had to rethink and develop a new strategy with a new methodology, to enable trading with other stakeholders at the regional level. The cooperating partners made other kinds of assessments and were dealing with other sets of values. This was of decisive importance to understanding the assessments of the other sectors to enable negotiation with them. It is certainly a well-known experience in general that one sector’s mission and values can never be accepted as lost in negotiation.

INDIVIDUAL KNOWLEDGE

In the Steering Committee, knowledge was developed about the management within the Halland Model. This concerned the planning of historic buildings at risk, labour market policy issues and project planning, as well as planning for new functions in the buildings to be conserved. In negotiations with the other partners, the conservation officers had to express the needed contribution of investments in the conservation of historic

buildings, to reach effects of SD. The role of culture and cultural heritage in the development processes of post-industrial economies is discussed in the paper “System-wide cultural district and the Halland Model: Policy design for regional development”. The Halland Model was regarded as representing the transition from the industrial economy to post-industrial development. The target group was construction workers provided with standardized modern industrial training. The post-industrial economy is focused on information, knowledge formation and creativity, with an increasing interest in diversity, individuality and heritage. On the property market, the demand for historic buildings has been growing remarkably. This has resulted in a new and greatly growing niche for the construction industry, and consequently a demand for construction workers trained in traditional techniques.

From the perspective of the KMV, it was an important step to regenerate intangible cultural heritage using traditional building techniques, and to hand them over to coming generations for future use. In the Rosared and Harplinge cases, various craftsmanship skills are described that were taught within the conservation projects. As seen above, around one-third of the total number of construction workers acting in Halland were involved in the Halland Model, where they were trained in traditional building techniques. The objective was to provide the apprentices with something extra in their training during a period of apprenticeship, and thereby to create a new niche for them, individually and as a group, and to make them more attractive on the labour market.

4.4 Recommendations

The recommendation to decision-makers of regional SD is that this dissertation demonstrates the importance of investing in CBH based on a cross-sectoral collaboration integrated with a multi-problem-oriented approach. In periods of recession, the policy should be to increase the total volume of construction by strategic investments in conservation projects of historic buildings at risk. These selected projects do not belong to the regular market and these intentional investments will imply an enlargement of the total volume of projects in the region with an increase in orders, e.g. among contractors, consultants, material suppliers and producers. Im-

proved premises can find room for new activities that can make the region more attractive to its existing or new inhabitants, visitors or investors.

The recommendation to the KMV is to prepare for this kind of regional collaboration, starting with making a list of historic buildings at risk. Further, it is of importance to understand the other sectors' values, resources and needs, as well as its own, and to see the possibilities offered by a well-structured cross-sectoral, multi-problem-oriented and transparent collaboration like the Halland Model. This demands the decision-makers and professionals within the KMV to be sensitive, flexible and open-minded and to realize the assets of the built cultural heritage for promoting integrated SD.

Conservation was made possible within the Halland Model by the use of various financial sources. Of major importance was the funding for unemployed construction workers and apprentices where mainly two measures were used: subsidies from the labour market sector partly to temporary employment and partly to training programmes. The recommendation to decision-makers within labour market policy consequently is to make these kinds of tools available and not to regard labour market measures aimed at the construction industry as unfair advantages, but rather as strategic initiatives for a broader solution to SD in general.

The interest in historic buildings is increasing in general and historic environments are frequently used for promoting cities and regions. It is obvious that these buildings have to be regarded as important assets that demand specific treatments. This is a future important task for the construction industry, and it is of importance that the business can offer such resources and skilfulness, but it is also an opportunity for the individual construction worker to train himself or herself in traditional building techniques to find his or her specific niche and to become more attractive on the labour market.

4.5 Future research

There are several similarities on the labour market between the situation of the 1990s and the one in progress. Financial crises have led to reduced investments, e.g. in the construction industry, resulting in increased numbers of unemployed construction workers. Again, there is a demand for a

solution to the problem to find trainee posts for apprentices. Therefore, it is of great importance to develop future research and then to proceed from the experience from the Halland Model, to develop strategies suitable for regional SD of the 2010s, in Sweden as well as other countries.

Built heritage has traditionally been protected by legal systems and regulations that have been specially developed. Another conclusion from this dissertation is that it is not satisfactory just to enable historic buildings to be rescued, but that the KMV will have to take the initiative to be a catalyst for SD and to strengthen regional competitiveness. In future research, it is of interest to develop further strategies for triple-helix cooperation with trade and industry, and thereby to contribute to bringing closer together research, the public sector and private businesses working with historic building issues. In well-functioning networks or clusters, applied research can potentially be linked to regional initiatives to a considerable extent. Therefore, it is important to develop new approaches and tools for decision-makers, researchers and professionals in the public sector as well as industry, to integrate competitiveness, creativity and culture including heritage into development efforts. The objective of such research would be to develop evidence-based management models for the KMV, as well as for truly boundary-spanning initiatives. Such efforts should not halt at analysing or diagnosing situations, challenges and problems. On the contrary, together with decision-makers, opinion-leaders and other experts, the objective would be to develop, test clinically and apply different “therapies” to the issues faced by the KMV. This may contribute to:

- evaluating and elucidating at the system level the importance of investments in the KMV for SD and regional growth,
- demonstrating with the support of adequate modelling links between the historic environment, culture, creativity and competitiveness, and
- developing new tool kits with a boundary-spanning approach for stakeholders and decision-makers.

Accordingly, it is important to illustrate the economic impact of investments in culture, cultural heritage and historic buildings and environments. This also requires the need for new strategies and methods for the KMV, especially for handling larger budgets. To manifest the impact of conservation on SD, it is required to initiate a deeper discussion, leading

to a greater capacity for interdisciplinary research and cross-sector cooperation, based on multi-problem-oriented approaches. Of crucial importance is the integration of experience from the Halland Model with the system-wide cultural district.

When Lithuania and Poland joined the EU, the economy was facing periods of prosperity. The objectives for regional and labour market policy had changed. Instead of preserving existing jobs and labour market measures, the aim was to head-hunt the best possible employees for vacancies. This kind of approach 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 global competition between regions. Cross-sectoral networks with a multi-problem-oriented approach might find new and more important roles. This new kind of situation is gradually beginning to be understood where the built environment, especially the CBH, can have a significant role as a location factor for new inhabitants, and especially young, well-educated and creative people. The challenge, therefore, is to form new strategies for regional growth, understanding the role of cultural heritage as an important asset.

Another field of research that it is important to develop is the theory of values linked to historic environments and buildings. The theory of values-in-use is relatively well developed; however, in this dissertation, it has been discussed how such values can be areas of research for values-in-trade. On these issues, much more research will be needed.

Another result of this dissertation may be that programmes and initiatives in the KMV may demonstrate an impact from investments in building conservation, attracting interest from the sides of representatives of other public sectors. A consequence may be that the KMV should try to find new partners more easily, but also to find better arguments when searching for financing.

At the regional level, results from future research may contribute to a more effective planning of the cultural heritage sector and a better handling of issues such as subsidies and education planning. With a well-developed method for regional collaboration based on cultural heritage, the work with common stakes, measures, investments, budget cooperation etc. can be considerably increased.

The kinds of initiatives indicated above require a partly new role for policies of culture as well as for the preservation of historic buildings. To develop and establish modified methods and strategies will have to be a responsibility of the KMV itself, where investments in building conservation at the same time can also serve as a catalysing factor for SD and regional growth. It is of great importance for regions to identify their significant and unique qualities, as a platform from which 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 a well-preserved urban environment have increased successively – playing a central role in conceptualizing “city brands”. Thus, there is a general need for distinct and elaborated theory development, conceptual frameworks and well-tested methods in the field of integrated sustainable conservation of the built environment, corresponding to contemporary demands for a long-term future.

The results of this dissertation may provide a basis for a general method that regions can use to create networks, support adequate clusters of actors and gain better penetration into the daily historic building business for the use of development of the line of conservation businesses. In such a partnership, the preservation of built heritage in collaboration with other public sectors and private market actors may contribute to a strategic SD.