



URBACT REPAIR: Policy Framework Capitalising on military heritage: EU strategies and local tactics



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1. FORWARD

The withdrawal of the military presence from an urban area can often happen suddenly, leading to adverse social and economic circumstances. This notably concerns small and medium sized urban areas where the military presence has historically dominated economic activity, providing a great deal of direct and indirect employment.

It is also clear that these abandoned former military sites provide excellent potential to act as the catalyst for urban socio-economic regeneration. Many sites consist of historic buildings dating back over centuries and are considered sites of rich cultural heritage.

Military heritage can be a mixture of historic fortifications dating back centuries or more modern built heritage, from which the military has comparatively recently withdrawn.

Recently the military has abandoned some of the more modern sites, leaving a significant social and economic vacuum. These dramatic changes have left a significant residual poverty and lack of opportunity amongst the local populations, which is a major threat to sustainable urban development. The existence of such a number of decaying redundant military sites represents a considerable obstacle to sustainable urban development.

The challenge before small and medium sized urban areas is to transform abandoned military sites into thriving places of economic activity, employment and social cohesion.

It is not sufficient for cities to focus solely on achieving local economic competitiveness goals in line with the Lisbon Agenda, as local competitiveness is not sustainable without implementing the EU Sustainable Development Strategy, which arose out of the Gothenburg Agenda.

The main issues addressed by REPAIR are the need for the socio-economic re-use of abandoned military sites to harness sustainable urban development. Through the REPAIR Project we aim to:

- Transfer identified good practice in the socio-economic re-use of military heritage sites in to the mainstream to enable new regional development projects.
- Develop innovative new local policies and actions for the successful socio-economic re-use of military sites so that cities can achieve sustainable urban development.



At the outset of the REPAIR Project partner cities were showing signs that they could achieve the successful socio-economic re-use of military heritage sites enhancing local economic activity, however the major policy development challenge still had to be addressed:

How the successful regeneration of these abandoned military heritage sites can also act as a catalyst for broader sustainable urban development?

We have based our knowledge exchange on this question and developed four key areas of work, named the Four Pillars - Energy efficiency; Preservation, Transport and Local jobs are described in detail in the report.

We also demonstrated how the project has built up an understanding of the background European policy governing sustainable development and importantly how the REPAIR Four Pillars interact with each other – they cannot be considered individually. The resulting crosscutting issues led to the identification of the 11 Policy Recommendations contained within this work.

We hope you will find the report of interest and that you will refer to the REPAIR website for more detailed and updated information.

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www.repair.eu/repair
<http://tinyurl.com/medway-repair>

ACKNOWLEDGEMENTS

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2. EU POLICY RECOMMENDATIONS

In the course of their work the REPAIR partners have identified both supportive EU measures and some policy gaps and barriers to effective local action. They are now in a position to suggest some modest changes to the EU framework, which they consider would greatly increase the capacity of urban local authorities - and all those involved in managing these important heritage assets – to raise their game.

Recommendation 1 - On European regulation

The REPAIR partners recommend that proper attention be given, within the EU institutions, to the impact of EU regulations on the historic environment, especially to ensure that the implications of EU Directives (such as those on Habitats, air quality, water, waste, energy and noise) for the management of heritage buildings and landscapes are well understood. (Pillars I & II)

The REPAIR partners call on the European Commission:

- To prepare common guidelines for compliance with environmental & energy Directives for use by local authorities with large areas of heritage environment to manage;
- To reinforce requirements within the existing Directives on Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) relating to impacts on cultural and architectural heritage and on landscape;
- In the anticipated revision of the EIA Directive in the context of policy for climate change, to recognise the contribution that heritage buildings can make to climate protection, especially through the application of traditional building techniques and materials.

Recommendation 2 – on European funding programmes

The REPAIR partners appreciate the substantial scope in existing EU funding programmes to secure funds for the conservation and regeneration of former military sites.

However, the partners consider that some programmes focusing on innovative local solutions currently give insufficient attention to the special features of such sites. e.g. further technical work on energy efficiency and renewable energy solutions in historic buildings, especially in urban centres, might be supported by EU programmes such as Intelligent Energy Europe and FP7.

(Pillar I & II)

The REPAIR partners:

- Recommend that representatives of the heritage sector are included in stakeholder consultations relating to the design of regional and urban funding initiatives at EU level (Pillar II);
- Recommend explicit reference, in Structural Funds programmes from 2014, to measures which support energy efficiency and take-up of renewable energies at heritage sites and in listed buildings; (Pillars I, II and IV)
- Call for the creation of more specific funding opportunities for heritage-related actions in programmes like Intelligent Energy Europe, CIVITAS and LIFE+. (Pillars I and III)

Recommendation 3 – Joint Programming Initiatives for research

The REPAIR partners welcome the establishment of a Joint Programming Initiative (JPI) for Cultural Heritage and Global Change: A new Challenge for Europe and call on the Competitiveness Council to ensure that the special issues surrounding regeneration of military heritage sites are recognised in the design of research programmes. (Pillar II)

The partners note the proposal for a JPI on **Urban Europe** – Global Challenges, Local Solutions and recommend that this be adopted and launched by the Council without delay, ensuring scope for further research on the urban built heritage and climate change in the future programmes. (All Pillars)

Recommendation 4 – EU2020 Flagship for Resource Efficiency / policy for environment

The REPAIR partners call on the European Commission to develop a EU strategy for landscape that covers both built and natural heritage sites in the context of environment policy for green infrastructure and the Territorial Agenda. (Pillar II)

Recommendation 5 – energy measures

The REPAIR partners welcome the Covenant of Mayors (COM) initiative and associated guidance published by the European Commission. They recommend the development of further guidance material on energy efficiency and renewables for COM signatory cities having extensive heritage sites, including those formerly in military use. (Pillar I)

Recommendation 6 – policy for transport and accessibility

The REPAIR partners welcome the European Commission's Urban Mobility Action Plan. They recommend that, in follow-up activities, more attention should be given to the special mobility / access issues associated with military heritage sites located within or close to urban areas, especially to encourage access to such sites by walking, cycling and water transport. (Pillars II and III)

Recommendation 7 - policy for culture

The REPAIR partners note that EU funding is already allocated specifically for 'protection and preservation of cultural heritage'.

The REPAIR partners:

- Recommend increased recognition in EU policy for culture that the built cultural heritage is part of the 'cultural infrastructure' of Europe, contributing to economic attractiveness, job opportunities and quality of life; (all Pillars, especially Pillar II) and
- Call on the European Commission and the Council of Europe to establish a Joint **Programme** on the integration of historic environment (including listed buildings) and green infrastructure. (All Pillars)

Recommendation 8 - EU2020 Flagship – An agenda for new skills & jobs

The REPAIR partners welcome the flagship initiative - An agenda for new skills & jobs. They call upon the European institutions to recognise the contribution that can be made to implementation of this agenda through integrated approaches to the regeneration of abandoned military sites.

Recommendation 9 - EU2020 Flagship – Innovation Union

In the REPAIR project the partners have observed the successful application of the 'triple helix' model for the promotion of a cluster of enterprises located in refurbished heritage buildings involving the collaborative efforts of a city council, academic institutions and the private sector.

The partners welcome the availability of EU funding to enable exchange of experience on promotion of the 'triple helix' approach and the development of clusters (for example through INTERREG IVC and the FP7 Capacities programme Regions of Knowledge). They recommend that such opportunities are continued and expanded in the proposed Common Strategic Framework for EU Research and Innovation Funding.

Recommendation 10 - integrated policy for sustainable urban development

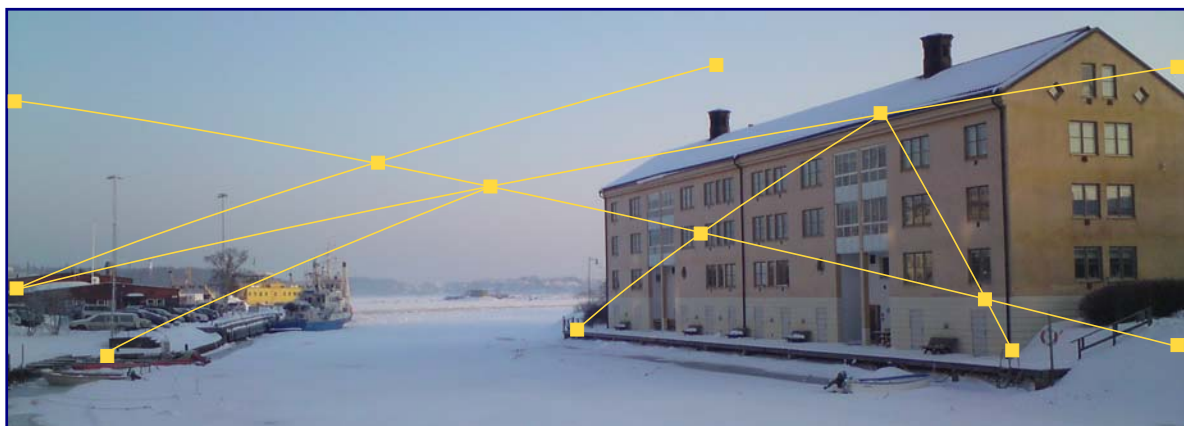
In relation to the promotion of integrated approaches to sustainable urban development, the REPAIR partners welcome the current initiative to develop a Common Reference Framework for Sustainable Cities and anticipate the inclusion of appropriate measures relating to heritage regeneration in the final benchmarking tool.

To consolidate broader work on urban sustainability at European level the REPAIR partners:

- Recommend that national ministers responsible for urban policy and spatial planning develop a Council Recommendation on Sustainable Urban Development. (Pillar II)
- Call on the European institutions to work toward development of a European Regulation for a Sustainability Management and Audit Scheme (modelled on EMAS) based on the Reference Framework for Sustainable Cities. Such an instrument would provide a means for local authorities to obtain 'sustainability certification'. (Pillar II)

Recommendation 11 – EU2020 Territorial Pacts

Recognising the importance of multi-level governance for establishing and implementing successful strategies for sustainable urban development in cities, including with the use of Structural Funds resources, the REPAIR partners welcome the Committee of the Regions' proposal for Territorial Pacts framed around the EU2020 strategy. They call on national governments to provide for Territorial Pacts and to include specific reference to the re-use of military heritage sites where appropriate.



3. *From ASCEND to REPAIR*

As mentioned in the Executive Summary the withdrawal of the military presence from an urban area can have significant impacts, especially when it happens suddenly. Small and medium sized towns in which, historically, a military presence has dominated the local economy are especially vulnerable. However, former military sites do represent a significant resource and many include large areas of development land in localities where this is in short supply, or clusters of historic buildings – often highly valued in cultural terms - in or close to city centres.

The REPAIR project was formulated after the completion of an earlier project, ASCEND funded under the Interreg IIIB programme, in which some of the partners concluded that it was not enough to develop plans for NEW uses without due consideration of the appropriate policy prevailing at local, national or European level. It was under this condition that REPAIR was formed.

REPAIR, which brings together 11 partners – mainly urban local authorities – from different EU Member States, builds on an earlier exchange of experience project funded by the interregional cooperation programme INTERREG IIIC between January 2004 and December 2007. Like REPAIR, the ASCEND project was led by Medway Council. Partners included the cities of Karlskrona, Rostock and Thessaloniki¹, the French Department of Charente-Maritime and the New Dutch Waterline (NDW), a national project organisation working closely with the City of Utrecht. Partners joining for REPAIR include the cities of Opava, Kaunas, Avrig and Paola Corradino, all from new EU Member States, along with the city of Florence.

In ASCEND the focus was largely on developing a common approach to the regeneration of individual sites, with the sites themselves ranging in size from single buildings or constructions (like fortifications and batteries) to areas of many hectares.

The [ASCEND Model Management Framework](#) (MMF) – designed as a practical tool to guide the regeneration process - was one of the main outcomes. It was developed primarily for use by those directly responsible for particular sites, whether in the public or private sector, and its main premise was that wherever possible military heritage should pay its way. The model can be used to test a proposal for re-use, to broaden options for re-use or to provide considered inspiration if no concrete proposals have been made.

The ASCEND Model Management Framework Process Model 9 stages

- (1) Assess heritage significance
- (2) Understand your context
- (3) Vision/Options appraisal
- (4) Assemble stakeholders – Consult community
- (5) Feasibility analysis
- (6) Conservation management plans& identifying resources
- (7) Agreement
- (8) Implement
- (9) Evaluation

3.1 POLICY CONTEXT

In designing the REPAIR project, the partners previously in ASCEND sought to develop two particular aspects of their work, which in effect represent an expansion of Model Management Framework stage 2 – understanding the policy context in which site regeneration takes place.

First, they determined that **local policy makers and practitioners need to be more aware of the framework of EU policy and associated instruments** – especially funding programmes – relevant for the regeneration of military heritage assets, so as:

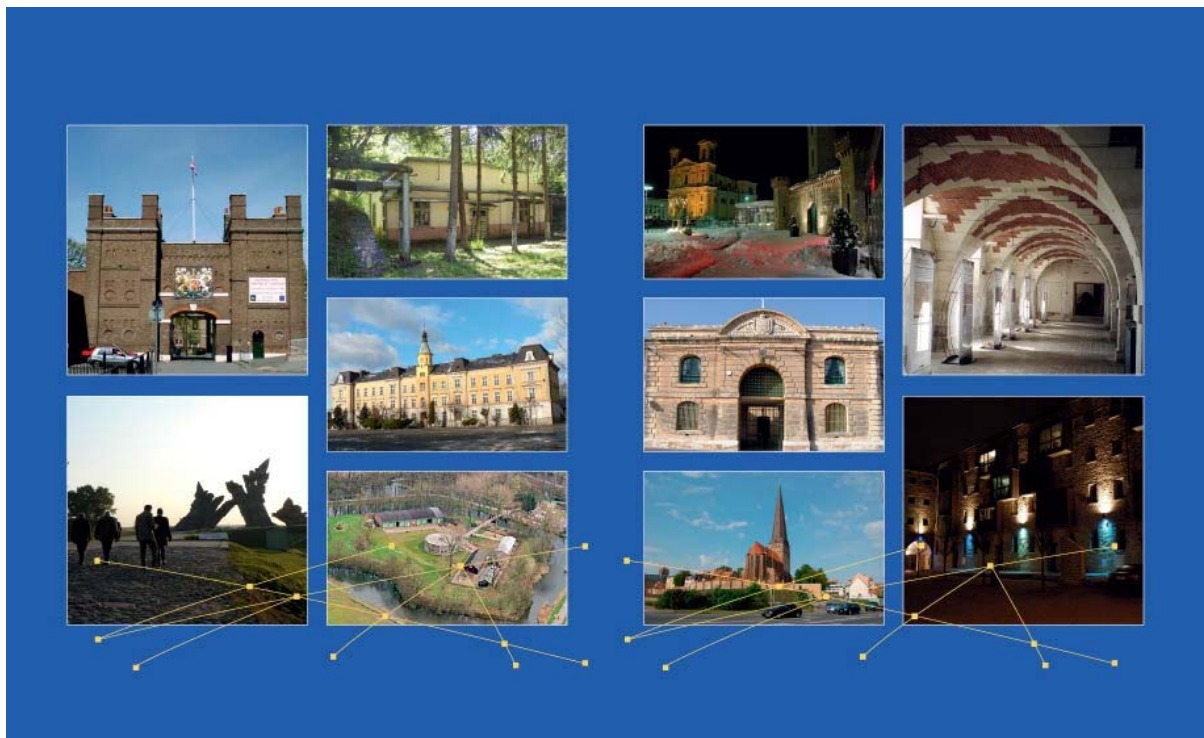
- To ensure that those working at city level are able to identify and make use of all available resources; and
- To demonstrate the important contribution made at local level to the delivery of shared EU objectives, especially for sustainable development.

Second, they recognised that **individual schemes need to be set in the context of citywide strategies for sustainable development.**

On the one hand, redevelopment schemes are unlikely to go ahead unless they are in line with land use plans and rules and that they comply with other regulations, especially in areas such as waste management and public safety.

On the other hand, imaginative schemes for the re-use of these sites and buildings in line with sustainability principles can be a catalyst for sustainable urban development more generally, playing an important part in the delivery of a city's broader goals.

Schemes which are also in line with – or represent an advance upon - the best European practice have a further advantage in that they are in a good position to attract EU funds.



4. CONSTRUCTING A POLICY FRAMEWORK – THE REPAIR APPROACH

The REPAIR application for funding in 2008 placed the proposed activities firmly in the context of the EU over-arching strategies for economic competitiveness and sustainable development: the Lisbon Strategy, renewed in 2005 to place the focus on growth and jobs, and the EU Sustainable Development Strategy (EU SDS) adopted in 2006, based on the 2001 Gothenburg Agenda.

In line with the URBACT II theme selected for the network - 'Integrating cultural and natural heritage in sustainable urban development policies, aiming at preserving and valorising elements of natural and cultural heritage' - the partners chose to focus their efforts on sustainable development. Specifically, it was their view that, when it comes to the regeneration of former military installations, 'local policy has become too focused solely on achieving the re-use of the sites and it is vital that the principles of the Gothenburg Agenda are superimposed upon the local scenarios of all our ... partners, as the starting point for groundbreaking new local policies and local action to deliver sustainable urban development alongside local competitiveness'.

At the beginning of the project the partners considered urban policy developed at European level, and especially the most recent common statement on sustainable urban development adopted by the national ministers responsible for urban policy and spatial planning at their Informal Ministerial conference in May 2007 - the Leipzig Charter on Sustainable European Cities. The Leipzig Charter especially promotes the use of integrated approaches and coordinated action within urban areas. It calls upon cities to develop and implement integrated plans for sustainable urban development.

Having reviewed aspects of the renewed Lisbon strategy, the seven key challenges and targets set out in the European Sustainable Development Strategy and the thematic areas for urban policy picked out in the Leipzig Charter, against key challenges for the re-use of their military heritage sites, the REPAIR partners identified four key themes – or Pillars – on which to organise their work.

The Four Pillars

- I. How to achieve the sustainable re-use of the built heritage and heritage sites, through maximising energy efficiency, the better management of waste production, energy consumption and greater use of renewable energies.*
- II. How to develop alternative site uses and techniques, which best secure the long term preservation of the military heritage.*
- III. How to maximise access to military sites by sustainable modes of transport which minimise car use and decouple transport growth from local GDP growth.*
- IV. How the socio-economic re-use of the sites can maximise local jobs for local people and therefore sustainable communities and greater social cohesion.*

During the project the partners explored their own local issues and actions relating to each of the Pillars at thematic Working Group meetingsⁱⁱ. For each meeting partners have also received briefing on aspects of the EU policy context, funding programmes and other measures relevant for the Pillar, and they have demonstrated their own use of EU measures to support the design and implementation of schemes for the re-use of their military sites. In line with the recommendations made in the Leipzig Charter – which in turn reflect approaches long recommended at European level in relation to Structural Funds spending - they are increasingly setting their regeneration actions within integrated city-wide strategies for sustainable urban development, or for sustainability more generally.

5. THE PURPOSE AND STRUCTURE OF THIS DOCUMENT

In this document the REPAIR partners' aims are:

At EU level:

- To capture key aspects of the 'EU toolkit' relevant for the design and implementation of actions for the sustainable re-use of military heritage sites in Europe's urban areas;
- In the light of their own experience to make recommendations for adjustments which might be made to this framework of EU policy and measures; and

At Local Level:

- To consider how local authorities with military heritage sites can ensure that actions for the re-use of these sites are effectively integrated into city-wide strategies for sustainable urban development, making full and complementary use of all available policy instruments – local, regional, national and European – to deliver social, economic and environmental goals.

The following sections of this report provide a brief outline of the key overarching EU strategies for growth, competitiveness and sustainable development, looking forward to EU2020 (**Section 6**) and information on the development of EU urban sustainability policy (**Section 7**) as they relate to local government and urban sustainability.

Section 8 treats each of the REPAIR project Pillars in more detail, considering EU policy, available measures and initiatives that are particularly relevant for the sustainable re-use of military heritage sites. Some specific EU funding programmes, which can support work on heritage regeneration in relation to the Pillar topics are mentioned in the text. More details about some of these budgets are set out in an accompanying **Annex** prepared by the REPAIR Lead Expert.

Note: that we do not attempt to provide full details of every EU policy and measure. This material is voluminous. Moreover, policy is continually moving forward. For the city politician, policy manager or heritage practitioner it is more operational to provide some practical signposting.

The text therefore contains short descriptions and web links to the main sources of information.

It was always envisaged that this policy framework document would be constructed incrementally during the project. Alongside the briefing material relevant for each Pillar and presentations from local specialists on the topics under review, the former Lead Expert collected further information and drafted several discussion papers, which helped the partners to focus their thinking during the workshops. This material is available on the REPAIR website as a further resource.

Inserted in **Sections 6 to 8** are some illustrations from the REPAIR partners revealing the extent to which the EU context is relevant for their work at the local level. Each section also highlights some good practice points reported by the partners. More detailed **good practice examples** describing particular schemes for re-use which are achieving demonstrable outputs are separately available on the REPAIR website.

Section 9 outlines messages from the project on setting schemes for the regeneration of military heritage sites within the context of local plans and strategies so as to maximise the potential of these sites whilst conserving them for future generations.

Finally, recognising the important role of cities and their partners in delivering common European objectives for sustainable development, **Section 2** sets out some EU level recommendations informed by evidence gathered during the project workshops.

6 THE EU POLICY CONTEXT: OVER-ARCHING STRATEGIES

6.1 From Lisbon and Gothenburg to EU2020

The **Lisbon and Gothenburg strategies** for competitiveness and sustainability established key EU policy commitments for the period from 2000 to 2010, providing a framework for new legislation, funding and other measures.

The original Lisbon Strategy outlined the steps needed to build the EU competitiveness against global competition, whilst maintaining and enhancing social cohesion and environmental quality. The **Renewed Lisbon Strategy**, adopted in 2005, placed the main focus on growth and on more and better jobs.

First steps towards a common EU strategy for sustainable development were taken at the Gothenburg European Council in 2001, which added the environmental dimension to the Lisbon process. In 2006 a more comprehensive **strategy for sustainable development** (SDS) was adopted. This strategy identified seven main challenges for action, including climate change and clean energy; transport; public health; consumption and production; conservation and management of natural resources; social cohesion, demography and migration; and promoting global sustainable development. A review of the strategy in 2009 highlighted the need for greater efforts to tackle continuing unsustainable trends.

The Lisbon Strategy and EU SDS are complemented by the so-called **Cardiff Process** which provides mechanisms to ensure the integration of the environmental dimension (especially Directives) into other policies.

The Structural and Cohesion Funds are the main instruments the EU has to support investment in line with the Lisbon Strategy and EU SDS. However, other funding instruments are also framed around these strategies, in particular the Seventh Framework Programme for Research and Technological Development (FP7) and the Competitiveness and Innovation Framework Programme (CIP).

The new European strategy for sustainable growth and jobs – replacing the Lisbon Agenda and incorporating commitments on sustainable development – was adopted in 2010.

EU2020 puts innovation and green growth at the heart of the European strategy for competitiveness. Its priorities are smart, sustainable and inclusive growth and much improved economic governance. It sets five headline targets for the EU in 2020, which Member States are required to translate into national targets for their own countries.



There are seven crosscutting **Flagship Initiatives** – to be implemented by European institutions and national authorities in cooperation - have been launched to help achieve the goals of the strategy. Country-specific programmes are currently being agreed.

EU2020

TARGETS FOR THE EU

- 75% of 20-64 year-olds to be employed
- 3% of EU GDP to be invested in R&D/innovation
- Greenhouse gas emissions 20% lower than in 1990 (could be 30%)
- 20% of energy from renewable sources
- 20% increase in energy efficiency
- School drop-out rates to be reduced to below 10%
- At least 40% of 30-34 year-olds completing third level education
- At least 20million fewer people in or at risk of poverty and social exclusion

FLAGSHIP INITIATIVES

Smart growth

- Digital agenda for Europe
- Innovation Union
- Youth on the Move

Sustainable Growth

- Resource-efficient Europe
- An industrial policy for the globalisation era

Inclusive growth

- An agenda for new skills and jobs
- European platform against poverty

6.2 Why this matters for REPAIR

The Lisbon and Gothenburg strategies provided the framework for all Structural Funds spending in the last 10 years. The URBACT programme is one of the Territorial Cooperation programmes funded by the European Regional Development Fund. All project opportunities within URBACT have been based on these strategies and all URBACT projects need to take them into account.

The EU2020 strategy is the basis for planning all EU funding programmes for the period from 2014. It is already influencing the remaining calls for funding in the current period. Some new initiatives will come on stream before 2014. Local authorities interested in seeking EU funds to support the regeneration of their military heritage sites need to keep abreast of developments, including any opportunities to put the re-use of military sites on the policy agenda.

Local and regional authorities have long had a role in implementing EU policy and legislation, but the extent to which this is formally recognised and built into governance arrangements varies from country to country. For EU2020 – adopted in the context of the Lisbon Treaty in which the territorial dimension of policy is explicitly recognised – there is scope for the role of cities and regions to be formalised. The Committee of the Regions – with the support of the European Parliament and Commission – is promoting the establishment of **Territorial Pacts**.

A Territorial Pact for Europe 2020

A Territorial Pact for Europe 2020 is an agreement between a country's tiers of government (local, regional, national) in which parties signing up to the Pact make a commitment to coordinate their policy agendas so as to focus their actions and financial resources on the EU2020 targets.

Within a particular country Territorial Pacts could be set up to implement one or several of the Flagship Initiatives.

The Territorial Pact could provide the basis for local authority involvement in shaping and spending Structural Funds resources, and in particular for global grants.

7 EUROPEAN POLICY FOR URBAN SUSTAINABILITY

7.1 Within the EU institutions

Although urban policy is not formally a EU competence there has been a focus on urban matters within the EU institutions since publication of the Commission's **Green Paper on the Urban Environment** in 1990. The Expert Group on the Urban Environment set up in 1991 produced a report on *European Sustainable Cities* and, with the Commission and city networks, launched the **European Sustainable Cities and Towns Campaign**, which local authorities joined by signing the **Aalborg Charter** (in 2004 superseded by the **Aalborg Commitments**). Local authorities active in this Campaign produced integrated strategies for local sustainability/Local Agenda 21.

REPAIR connections

Several REPAIR partners are members of the European Sustainable Cities and Towns Campaign. **Medway** and Utrecht (**NDW**) are signatories to the Aalborg Charter. **Rostock** made a provisional commitment. **Kaunas** has signed the Aalborg Commitments.

This work informed the European Commission's 1998 Communication **Sustainable Urban Development in the EU: A Framework for Action**, which took a strategic and integrated approach to urban issues. The Framework established a range of EU policy objectives on employment, environment, social sustainability and governance and called upon European cities to reduce their ecological footprints and to identify multi-purpose (and not only 'integrated') policy solutions. It underpinned a whole range of funding opportunities for local work on urban sustainability, including the URBAN II programme and later URBACT.

The Framework was followed in 2006 by the **Thematic Strategy on the Urban Environment** promoting better implementation of existing environmental policies and legislation at the local level through exchange of experience and good practices between local authorities. It recommends that local authorities set up integrated systems for environmental management and prepare plans for sustainable urban transport.

In developing environmental management systems, many cities also follow the guidelines set out in the EU Regulation for a voluntary **Eco-Management and Audit Scheme (EMAS)**.ⁱⁱⁱ Originally for use by companies, local authorities have been able to participate in EMAS since 2001.

Further practical guidance on the development of integrated management approaches for urban sustainability and links to EU policy – especially environmental Directives in fields such as air quality, waste management, water and noise - can be found in the European Environment Agency's 2009 publication **Ensuring Quality of Life in Europe's Cities and Towns**.

In 2007 the European Commission published a **Guide to the Urban Dimension in Community Policies for the period 2007-2013** demonstrating the very wide range of EU policies and programmes with implications for urban areas. The 2009 publication *Promoting sustainable urban development in Europe: achievements and opportunities* looks especially at milestones in Cohesion Policy for urban areas, setting out past interventions and opportunities in the 2007-2013 funding period, during which urban spending has mostly been 'mainstreamed' within ERDF Operational Programmes.

In 2008 the European Commission launched the **European Green Capital Award**. Similar in concept to the European Capital of Culture, one European city is selected annually as the European Green Capital of the year. The award is given to a city that:

- Has a consistent record of achieving high environmental standards;
- Is committed to ongoing and ambitious goals for further environmental improvement and sustainable development; and
- Can act as a role model to inspire other cities and promote best practices to all other European cities.

There are 10 measures on which a local authority must demonstrate progress in order to be considered, all of them relevant for REPAIR. The Green Capital for 2011 is Hamburg. All of the finalists provide examples of good practice in urban sustainability.

The European Commission's 2010 publication *Making our Cities Attractive and Sustainable: how the EU contributes to improving the urban environment* should be essential reading for urban local authorities. There is a section on cultural heritage in which the REPAIR project is mentioned.

Recently, emphasis has shifted from discussion of 'sustainable cities' to a concern for 'resilient cities', reflecting in particular the need to deal with economic and financial shocks and with the impacts of climate change^{iv}.

For EU2020 all the Flagship initiatives are likely to have an urban dimension. However, not all of them make reference to cities at the moment.

7.2 Intergovernmental work on urban policy

In parallel with work going on within the EU institutions, the national ministers for urban policy and spatial planning have since the mid 1990s taken several steps towards a common approach for 'sustainable urban development' in European cities. This has been closely linked to work on a broader '**territorial agenda**' for the EU – building on the European Spatial Development Perspective with which many urban planners are familiar.

The most recent statements on a common approach are the 2005 **Bristol Accord** on sustainable communities in Europe and the **Leipzig Charter on Sustainable European Cities** adopted by the ministers in May 2007.

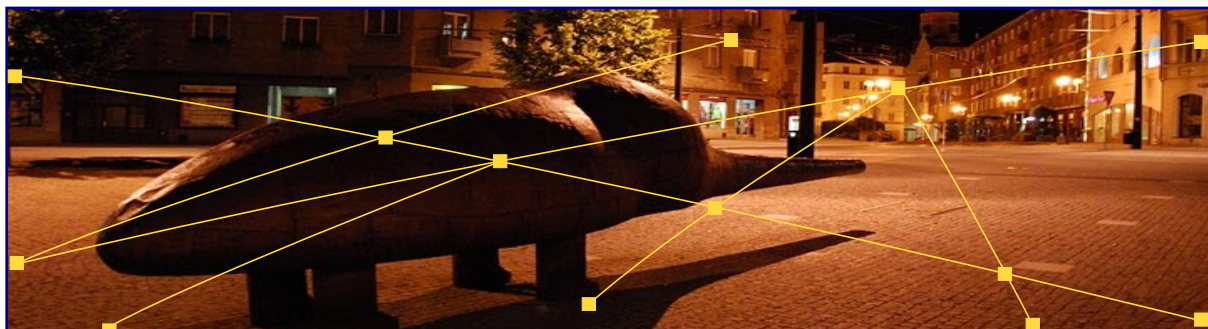
The **Leipzig Charter** once more promotes an integrated approach to urban development. It provides the necessary political agreement for continued cooperation between national governments and the EU institutions on urban matters. It is important for securing the continued availability of EU funds for urban development. The Charter stresses the need for multi-level governance approaches to deal with urban challenges, with local, regional, national and European government each having some responsibility. It also calls for a special focus on deprived neighbourhoods.

A **European Reference Framework for Sustainable Cities** with its origins in the Leipzig Charter is currently being piloted. This is a web-based tool designed to help cities and towns across Europe to develop integrated approaches to sustainable development, especially offering a way to prioritise and coordinate proposed actions.

REPAIR connections

The City of Utrecht (**NDW**) is one of the 66 local authorities piloting the European Reference Framework for Sustainable Cities.

Despite these many initiatives, and much progress over the last 20 years, there is still no overall EU legal framework for sustainable cities comparable with measures established by ministers for other 'territorial' matters, especially integrated coastal zone management and forests^v.



7.3 Why this matters for REPAIR

European cities and towns committed to sustainable development will be aware of the substantial work undertaken on all aspects of urban sustainability at European level – both in the past and currently – despite the lack of a formal competence for urban policy at EU level.

There are several formal networks of European local authorities with a longstanding commitment to urban sustainability^{vi}. Membership of these networks is a way for urban local authorities both to influence future policy and to maximise their effective use of existing measures.

Much guidance and some useful practical tools are already available so it is not advisable to re-invent them.

When considering resources for eventual implementation of measures for the re-use of military heritage sites in Local Action Plans in REPAIR it is useful to bear in mind that, at EU level, funding programmes follow policy. Where there is legislation, in particular, there is usually guidance and often funding to boost compliance.

There is an issue about how far cultural heritage – and more explicitly military heritage – is explicitly referred to in EU strategies, including in the urban policy statements and measures mentioned above. This is a recurring question for work on the four REPAIR Pillars and it is explored in the following sections.

8. A EUROPEAN POLICY AGENDA FOR THE REPAIR PILLARS

This section takes a more detailed look at aspects of EU policy and some specific measures relevant for local action on the re-use of military sites in Europe's urban areas on the themes of heritage conservation, energy and waste, transport and employment – the four Pillars identified as priorities for the REPAIR partners.

Note that in choosing to focus on these four themes the partners have not had the opportunity for detailed exploration of other important policy fields relevant for site regeneration. They include, for example, nature conservation and 'green infrastructure', water management (including flood risk management) and pollution control, all of which have practical implications for the owners and developers of heritage sites. Some of these issues have emerged during the discussions and are mentioned in the good practice evidence.

8.1 ENERGY & WASTE

How to achieve the sustainable re-use of the built heritage and heritage sites, through maximising energy efficiency, the better management of waste production, energy consumption and greater use of renewable energies. – Pillar I

8.1.1 Overview on EU energy policy and measures

EU energy policy is very well established. For some years it has been closely linked with policy for climate protection, especially through the **European Climate Change Programmes (ECCP)** dating from 1991. The 2006 **EU SDS** identified 'climate change and clean energy' as one of the 7 key challenges for the EU.

The 2009 SDS Review EU identified 'contributing to a rapid shift to a low-carbon and low-input economy, based on energy and resource-efficient technologies and sustainable transport and shifts towards sustainable consumption behaviour' as one of the most important priorities for the immediate future.

Initiatives promoting a shift towards a low carbon economy and relevant for the agenda of REPAIR while the project has been running include, for example:

- The **Environmental Technologies Action Plan (ETAP)**, established in 2004, which promotes eco-innovation and the take-up of environmental technologies, especially in buildings;
- The 2007 **European Strategic Energy Technology (SET) Plan - Towards a low carbon future**, which aims 'to accelerate the development and implementation' of low carbon technologies; and
- The **EU Economic Recovery Plan** (2008), large sections of which refer to energy and the environment more generally. Recent changes to Structural Funds Regulations to allow ERDF spending for housing retrofit are part of this Plan.

Principle measures relevant for the incorporation of energy efficiency measures and renewables in buildings in urban areas include:

- The **Directive on the energy performance of buildings (EPBD)** 2002/91/EC, mainly establishing a system for the energy certification of buildings – recently re-cast; and
- The **Energy end-use Efficiency and Energy Services Directive** 2006/32 which sets targets for national energy savings, and requires Member States to prepare a series of Action Plans to show how these targets will be reached. There are also specific obligations on the public sector and the energy supply companies to promote the uptake of energy efficiency measures.

The climate and energy package adopted in December 2008 provided for new legislation, including a new **Directive on the Promotion of the Use of Energy from Renewable Sources** 2009/28/EC which establishes mandatory national targets to be achieved by the Member States on the use of renewable energy in the electricity, heating and cooling, and transport sectors. Member States were required to implement this Directive by December 2010, and specifically to prepare National Renewable Energy Action Plans (NREAPs) by June 2010.

The re-cast **Ecodesign Directive** 2009/125/EC and associated Regulations are also important for the public procurement of energy-using products likely to be used in regeneration schemes (for example, public lighting equipment).

Policy on **green public procurement** more generally is worth following, given the importance of this activity for local authorities committed to sustainable development. Many good practice examples are available. There is also a web-based **green public procurement tool kit** intended mainly for local authority purchasing officers.

Climate-related targets are now embedded in the EU2020 strategy. The **Energy Efficiency Plan 2011** adopted by the European Commission in April 2011 is the most recent statement of existing and planned measures within this framework.

Initiatives to promote 'low carbon Europe' are being further mainstreamed. The Commission's **Roadmap for moving to a competitive low-carbon economy in 2050** published in March 2011, looks beyond the 2020 objectives and sets out a plan to meet the long-term target of reducing domestic emissions by 80 to 95% by mid-century as agreed by European Heads of State and governments. It identifies actions to be taken in the sectors responsible for Europe's emissions - power generation, agriculture, industry, transport, buildings and construction.

In the meantime, a **White Paper on adaptation to climate change** was published in April 2009.

8.1.2 Energy in an urban context

Urban areas are estimated to account for around 70 % of final EU energy consumption. Energy use in residential and commercial buildings alone is estimated to be responsible for about 40% of the energy consumed. There is no doubting the need for action in urban areas to address this, especially if the ambitious EU2020 targets for emissions reduction are to be achieved. Local authorities have an important role in orchestrating, organising and delivering the necessary actions.

Major challenges lie in the wide range of complementary actions required and the range of stakeholders responsible for these actions. Effective and inclusive strategic planning across the whole area – and whole range of services - managed by a municipality is necessary if measurable progress is to be made. It is now widely recommended that every urban local authority should work in partnership with its local community, businesses and technical specialists on the formulation of a local energy strategy. Such strategies generally need to cover at least:

- Energy use in municipal, residential, industrial and commercial buildings, including the design and operation of energy efficiency retrofit programmes
- Public lighting
- Municipal vehicles
- Public transport
- Private, commercial and freight transport
- Waste management
- Waste water management
- Energy generation and distribution (especially local and distributed electricity generation using, for example, wind power, hydro-electric power, solar power, combined heat and power and district heating)
- Land use planning and urban design
- Programmes to support telecommuting
- Building standards for new development and renovation
- Public procurement standards
- Behaviour change on the part of citizens and enterprises
- Financial and technical staff resources to prepare and deliver strategies and practical outcomes.

Under the **Covenant of Mayors** initiative, launched by the European Commission in January 2008, local authorities signing the Covenant make a formal commitment to go beyond the EU objectives on the reduction of CO2 emissions, i.e. they commit to reducing their CO2 emissions by more than 20% by 2020. To achieve this they agree to adopt Sustainable Energy Action Plans (SEAP) within one year of signing the Covenant. Guidance for local authorities on the preparation of SEAP can be downloaded from the Covenant of Mayors website. There is also a web-based tool for cities to use in completing their energy plans.

Many cities are involved in the **Sustainable Energy Europe Campaign**. Good practice examples – including on, for example, the retrofitting of energy efficiency and renewable energy supply measures in old buildings – are available and there are annual awards.

REPAIR connections

Avrig, Florence, Karlskrona, Kaunas, Rostock and Utrecht (**NDW**) are all signatories of the Covenant of Mayors. The extent to which military (or other) heritage sites and buildings receive specific treatment in the Sustainable Energy Action Plans produced by these cities remains to be determined. The New Dutch Waterline for instance is currently involved in related research on energy measures in its various fortifications.

City networks such as ICLEI, Energie-Cities and the Climate Alliance have long experience in this area of work and are a substantial resource.

8.1.3 EU funding programmes

Because climate change is a priority in the Structural and Cohesion Funds programmes for 2007–2013, significant resources have been available for energy infrastructure and energy-efficient renovation of urban sites. As an illustration, Cohesion policy allocations for renewable energies for 2007-13 have been five times higher under the Convergence objective and seven times higher under the Regional Competitiveness and Employment objective than was the case for Objective 1 and 2 in 2000-2006.

The European Commission has a [searchable thematic database of successful Structural Funds projects](#) on which a number of Energy projects are listed.

There have been significant opportunities in the INTERREG programmes, and there are several URBACT projects on low carbon and energy themes.

Other EU programmes relevant for cities working on energy-efficient regeneration of military sites include mainly:

- **Intelligent Energy Europe** (IEE), the main source for the support of local and regional energy agencies and energy-related actions of municipalities. The **SECHURBA project** is a good illustration. The SECHURBA website provides useful guide about the **differences and peculiarities in legislation** concerning historic areas in different European countries
- **ELENA** – European Local Energy Assistance
- The **Eco-Innovations programme** is mainly intended for enterprises, but local authorities wanting to support local eco-businesses can promote its take up by companies as part of local economic development strategies.
- **LIFE+** Environment policy and governance, covering measures for adaptation to climate change impacts as for climate protection.
- **The Seventh Framework Programme - FP7.**

REPAIR connections

The city of **Kaunas** is a partner in the recently approved project Leadership for Energy Action and Planning (LEAP) funded by the Intelligent Energy Europe programme. This project aims to build the capacity of EU local authorities to accelerate the take-up of sustainable energy measures through land use planning systems.

In addition to research on energy topics, FP7 and previous Framework programmes have funded demonstration actions, including the **CONCERTO** initiative for energy-efficient projects in local communities.

A significant new funding initiative **Smart Cities and Communities** was launched in June 2011.

8.1.4 Waste management

Although identified as a priority for REPAIR partners within Pillar I, waste management has received much less attention than energy during the project.

A summary of overall EU policy, legislation and other measures is available on the [European Commission's waste management website](#).

Broadly, EU waste policy – as set out in the Thematic Strategy on the Prevention and Recycling of Waste adopted in 2005 – sets a long-term goal for the EU to become a recycling society that seeks to avoid waste and uses waste as a resource. The Strategy identified key actions to modernize the existing legal framework and to promote waste prevention, reuse and recycling in that order, with waste disposal only as a last resort.

This is a strictly regulated area of activity with impacts on all cities and heritage site owners and managers.

The main items of EU legislation – transposed into national waste law - are:

- The **Waste Framework Directive** 2008/98/EC;
- **Landfill Directive** 1999/31/EC;
- **Integrated Pollution Prevention and Control (IPPC) Directive** 2008/1/EC;
- **Mining Waste Directive** 2006/21/EC.

Provisions of the Waste Framework Directive are especially relevant for the regeneration of buildings and sites. For example, there is now a EU-wide target for the recycling of demolition and construction waste (70% by 2020).

Waste (especially biodegradable waste usable as biomass) is increasingly promoted as a source of renewable energy.

In the context of EU2020, EU policies for energy and waste management are mainly taken care of in the Flagship initiative **Resource-efficient Europe**. This aims to create a framework for policies to support the shift towards a resource-efficient and low-carbon economy, including at local and regional levels.

The **Association of Regions and Cities for Recycling and Sustainable Resource Management (ACR+)** is a valuable source of information and good practice on the EU framework and local implementation.

REPAIR connections

REPAIR partner **Charente-Maritime** is a member of ACR+, as is WASTESERV Malta whose representative gave presentations at the Pillar I workshop.

8.1.5 Why this matters for REPAIR

Work on energy within cities is increasingly taking place in the context of broader strategies for climate protection and adaptation to the impacts of climate change.

Energy considerations within REPAIR regeneration schemes need to be considered in relation to citywide policies for sustainability, climate and sustainable energy, especially in partner cities, which are signatories of the Covenant of Mayors.

The European Commission has been working with cities on climate protection and energy since the mid 1990s. EU funding programmes have been supporting policy development, exchange of experience and local implementation for several years, leading to a large resource of good practice on which to draw.

EU Directives require Member States to provide national plans for energy efficiency and renewables. These are essential in the context of local action although they may not refer explicitly to the role of cities in implementation.

Under the Energy Performance of Buildings Directive, Member States are permitted to exempt listed buildings from the provisions of the Directive.

There are several useful funding programmes to support local actions for energy, but not many projects dealing specifically with the historic environment but there may be opportunities here for REPAIR partners to exploit.

Regional organisations can become ‘Supporting Structures’ in the Covenant process. Supporting Structures are ‘public administrations that are in a position to provide strategic guidance and technical support to municipalities with the political will to sign up to the Covenant of Mayors, but lacking the skills and /or resources to fulfil its requirements’.

In the REPAIR project there was some scope to make connections between the Managing Authorities associated to the project and any relevant Regional Supporting Structures. There is reportedly a lack of awareness on the part of the heritage sector regarding the use of ELENA to support work on energy in areas with many historic buildings.

REPAIR connections

- **Kaunas** reports that active participation in European networks and funding programmes relating to energy supports the city's overall approach.
- **Paola Corradino** reports that in Malta the main waste management operator – WASTESERV - has made full use of available EU funds to carry out major improvements to infrastructure for energy and waste. Complementary projects have been developed using the more competitive budgets like INTERREG. An INTERREG IVC project has proved effective in supporting the development of the regional waste strategy.

REPAIR good practice

- **Malta Heritage in Zejtun (Paola Corradino)**
- **Corderie Royale (Charente-Maritime)** – geothermal energy
- **Reconstruction of Leopoldine Monastery (Florence)** – Thermie 98, including roof solar collectors
- **Fort Vechten (New Dutch Waterline)** use of the old climate control system as part of a modern HVAC
- **Orleron Island Ecopol** – several local authorities cooperate in the management of a central facility for the recycling of demolition & construction waste, along with community education and other functions (**Charente Maritime**)
- **Energy Plan (Avrig)**

REPAIR good practice

The first REPAIR working group meeting hosted by Medway Council reinforced the message that effective site conservation requires an integrated approach in which architectural conservation, socio-economic regeneration, community participation and proper attention to sustainable development principles and outcomes are all considered. Such approaches are especially well-illustrated by examples presented by four partners:

- **Fort Aan de Klop (New Dutch Waterline)**
- **Kulenovic collection/cafe in the Historic Water Reservoir (Karlskrona)**
- **Chatham Historic Dockyard (Medway)**
- **S. Darius and S. Girėno aerodrome (serving Aleksotas Territory) (Kaunas)**

8.2 Heritage conservation

How to develop alternative site uses and techniques, which best secure the long term preservation of the military heritage – Pillar II

8.2.1 European policy on the conservation of cultural heritage - overview

Cultural heritage is a national issue rather than a EU responsibility, so specific legislation on heritage conservation is not made at EU level.

For European cities the most important international policy agreements on cultural heritage remain those established by the **Council of Europe (COE)**, in particular the **Convention for the Protection of the Architectural Heritage of Europe** (the Granada Convention) of 1985, which entered into force in 1987, and the **European Convention on the Protection of Architectural Heritage (revised)**, signed in Valetta in 1992, which entered into force in 1995. Signatory countries typically incorporate the provisions of COE Conventions into national legislation.

Although many of the detailed objectives declared have yet to be effectively implemented, these agreements – familiar to professionals working in the cultural heritage field - in general promote integrated approaches to heritage conservation via a mix of sensitive restoration techniques and a choice of appropriate uses, along with strong focus on conservation in urban and regional planning regimes and appropriate legal, administrative, financial and technical support. Successful integrated conservation also involves proper attention to social factors and citizen participation. Local authorities are expected to have a significant responsibility for successful outcomes.

In signing the more recent **Framework Convention on the Value of Cultural Heritage for Society** (Faro Convention), member countries agree to 'emphasise that the conservation of cultural heritage and its sustainable use have human development and quality of life as their goal'. This Convention entered into force in June 2011.

The Council of Europe's **European Landscape Convention**, signed in Florence in 2000 and in force since March 2004, is relevant for the protection of built as well as natural landscapes (and not only protected sites) in urban and peri-urban (and not only rural) areas. In signing it, a national government commits to integrated and inclusive approaches to the management of its whole territory.

A range of other Resolutions and Recommendations of the Council of Europe relevant to REPAIR are listed on the Council of Europe's website. They are complemented by UNESCO conventions and by a range of Charters and Declarations of the International Council of Monuments and Sites (**ICOMOS**).

Although not an area of legislative competence, the importance of Europe's cultural heritage has long been recognised by the EU institutions. The **European Capitals of Culture** initiative dates from 1985. The Commission's 1990 Green Paper on the Urban Environment called for 'the protection and enhancement of the historical heritage of European cities'. In 1992 the Maastricht Treaty established the legal basis for EU action to protect cultural heritage, enabling its inclusion in a range of policy documents and funding programmes, notably the URBAN Community Initiative Programme (and eventually URBACT) and the research priority City of Tomorrow and Cultural Heritage in FP5. The Lisbon Treaty now places policy for cultural heritage on a firmer footing, specifying that safeguarding and enhancing Europe's cultural heritage is a priority for the EU.

The policy context and a great detail of other material – for example on the annual EU prize for Cultural Heritage and the activities of Europa Nostra (the principal network for cultural heritage organisations and professionals across Europe) can be found via the website of the **Education and Culture Directorate General** at the European Commission.

REPAIR connections

Florence was the European Capital of Culture in 1986 and Sibiu, location for the REPAIR final conference, was the European Capital of Culture in 2007.

Both the Lisbon strategy for growth and jobs and the EU2020 Strategy refer to the promotion of culture as a catalyst for creativity, in line with the **agenda for culture** proposed by the European Commission in 2007 (which also focuses on cultural diversity and intercultural dialogue, and culture as a key component in international relations.) There is a strong focus on the role of creative industries in innovation and economic development.

Cultural heritage is currently one of six priorities in the current **Work Plan for Culture 2011-2014**.

In the framework of this Work Plan, a proposal from the European Commission to establish a **European Heritage Label** (building on an existing intergovernmental initiative) has recently been agreed. The general objectives are 'to strengthen European citizens' sense of belonging to the European Union, based on shared elements of history and heritage. The label will seek to enhance the value and profile of sites that have played a key role in the history and the building of the European Union, and seek to increase European citizens' understanding of the building of Europe, and of their common yet diverse cultural heritage, especially related to the democratic values and human rights that underpin European integration.

The **European Heritage Legal Forum** has been set up to make sure that national competent authorities dealing with heritage are kept informed of proposed EU legislation that might pose a potential threat to cultural heritage. The participants come from national cultural heritage ministries dealing with cultural heritage, national boards dealing with monuments and antiquities etc.

8.2.2 EU funding programmes

Funding specifically for cultural actions – including those relating to the built cultural heritage – is available mainly through Structural Funds programmes (including the Territorial Cooperation programmes like INTERREG and URBACT). The Structural Funds can be used to establish conditions for mobilising cultural and creative industries, for example by encouraging cultural heritage for business use. Around EUR 3 billion was earmarked for the protection and preservation of cultural heritage for the period 2007-2013.

Other **URBACT projects** besides REPAIR on topics related to the role of cultural heritage in sustainable urban development include, for example, HerO - Heritage as Opportunity, and LINKS - Old European cities as a key for sustainability.

Recognising the contribution of culture to local and regional development, the European Commission (DG Culture) provides signposting to various **sources of Structural Funds support for cultural projects** and to other EU programmes.

The **Culture programme (2007-2013)** includes a cultural heritage theme, though resources are modest. There have been significant opportunities for research in **FP7**, mainly under the Environment theme of the Cooperation strand.

An example of an FP7-funded initiative is NET-HERITAGE, a cooperation of national research funding bodies. This now supports a more general information source, the **European Heritage Portal**.

8.2.3 Why this matters for REPAIR

All REPAIR partner countries have signed and ratified the COE Conventions on Architectural Heritage, although Italy has not ratified the 1992 document. We would therefore expect local initiatives to be in line with the basic provisions.

Specific Articles of the Faro Convention provide a supportive framework for cities working with the ASCEND MMF and, in general, for the approach pursued in REPAIR. (For example, Article 9 promotes sustainable use and Article 10 makes connections to the economic context.) However, none of the REPAIR partner countries have signed this as yet.

REPAIR examples of heritage-led regeneration focusing on the conservation of historic assets are clearly in line with the approaches called for in the COE Conventions on Architectural Heritage and the new Faro Convention. There is a need for local authorities to be aware of the requirements of these conventions, and for more effective implementation within signatory countries.

All REPAIR partner countries except Germany have signed and ratified the European Landscape Convention. Malta has signed but not yet not ratified.

In terms of European policy development - both within the EU institutions and in the Council of Europe - cultural heritage and landscape are increasingly linked. Inside the COE administration, heritage conservation, landscape and spatial planning are now managed within the same Division. Local approaches which combine protection and re-use of the built heritage with nature protection, landscape and 'environmental infrastructure' more generally, are in line with 'international thinking'.

EU policy for culture and the COE Conventions on architectural heritage are reflected in the Leipzig Charter on Sustainable Cities, which highlights the importance of 'the quality of public spaces, man-made landscapes and architecture'. It states that 'historical buildings, public spaces and their urban architectural value must be preserved'.

REPAIR partners are clearly benefiting from the availability of Structural Funds resources to support cultural heritage re-use.

As regards technical issues which city councils and heritage professionals have to deal with in re-using their military assets, there is scope to access recent research funded by FP7 and also to influence the agenda of future programmes for research and innovation so as to ensure that issues raised during REPAIR are addressed.

8.3 Sustainable transport

How to maximise access to military sites by sustainable modes of transport which minimise car use and decouple transport growth from local GDP growth – Pillar III

8.3.1 Overview of EU transport policy

European transport policy focuses on eliminating borders between Member States to contribute to the free movement of individuals and goods. Its main aims are to complete the internal market, extend transport networks throughout Europe (the Trans European Network or TEN-T policy), maximise use of space, enhance safety, promote international cooperation and, not least, ensure sustainable development. There is also an over-arching goal to ensure that all modes of transport are used to best effect. (Here the term 'co-modality' is used to refer to the use of different transport modes, on their own or in combination, in order to have an optimal and sustainable utilisation of resources.) Innovative technological solutions are encouraged. There is a package of legislative and other actions in support of the objectives.

Recent developments in EU transport policy reflect the identification of sustainable transport as one of the 7 key challenges in the EU SDS. The SDS recommended that local authorities should develop and implement urban transport plans and systems.

The 2009 SDS review identified some continuing 'unsustainable trends' relating to transport. Progress in de-coupling transport volumes from economic growth in the field of passenger transport was noted, but freight traffic, noise and air pollution continued to be serious problems, along with meeting the mobility needs of the urban population and elderly people.

There is recent legislation on, for example, transport fuels from renewable sources, cleaner vehicles, railway noise and maritime safety. In future there will be more emphasis on other policy tools (especially market-based instruments) and on multi-level governance.

The overall approach to future EU transport policy is summarized as follows:

In developing EU transport policy, it is essential to take account of all aspects of sustainability (such as emissions, noise, land occupancy and biodiversity) and to base any action on a long term vision for the sustainable mobility of people and goods that covers the entire transport system, and on complementary efforts at EU, national and regional levels.

8.3.2 Policy for urban mobility and clean urban transport

Although the EU's responsibility for urban transport is limited (as with urban policy in general), the importance of urban mobility and the problems associated with it are very well-recognised. Mobility in urban areas is 'an important facilitator for growth and employment and for sustainable development'.

Local action and exchange have been encouraged since the mid 1990s through initiatives such as the **Citizens' Network**.

The **ELTIS** web portal (European Local Transport Information Service) and **POLIS** (a network of European cities and regions which promotes innovation in local transport) are well-established and good sources of information, case studies and contacts.

For awareness raising, the European Commission helped to establish the European Car Free Day (22nd September) and since 2002 they have supported an annual **Mobility Week**.

REPAIR connections

Karlskrona, Rostock and **Utrecht (NDW)** all participate in Mobility Week. However, no special activities are reported for the military sites.

In the 2006 **Thematic Strategy for the Urban Environment** sustainable transport was one of four priority themes (along with urban management, urban design and construction). The Strategy recommended that local authorities should develop **Sustainable Urban Transport Plans (SUTP)**. In 2007 the Commission published preliminary guidance for local authorities on the preparation of SUTP. This recommended that the transport plans should be embedded within a broader local strategy for sustainable development and in line with the EU SDS objectives for sustainable transport.

In 2007 the Commission signalled its intention to put more emphasis on urban transport, publishing a **Green Paper on Urban Mobility**.

To promote free-flowing towns and cities there were recommendations for smarter urban transport solutions, including intelligent and adaptive transport management systems, promotion of walking and cycling, creative measures to reduce car use (such as tele-solutions), and consideration of both freight and passenger transport in urban mobility strategies.

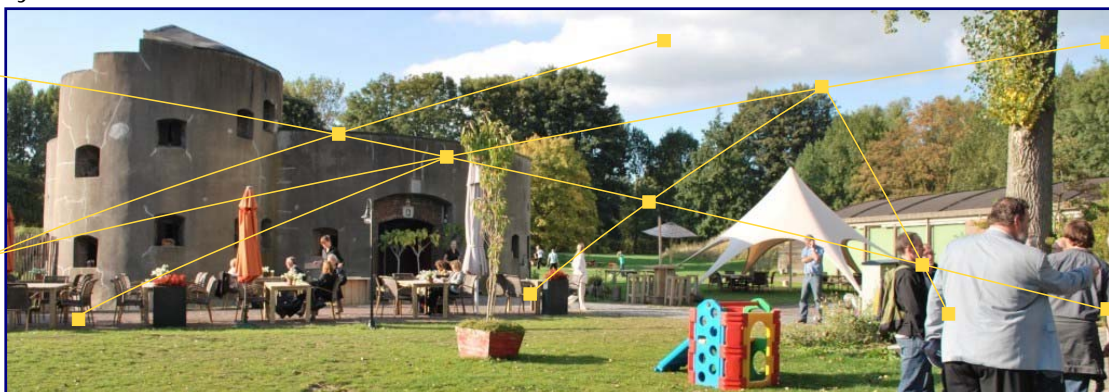
A section on greener towns and cities emphasised the environmental dimension of mobility (including ideas for Green Zones in urban areas), technological solutions and green public procurement of vehicle fleets.

A detailed section on accessible urban transport called for easy access to urban transport infrastructure for 'people with reduced mobility, disabled people, elderly people, and families with young children and... young children themselves'. Options included, for example, promoting 'integrated collective transport solutions' affordable for all citizens, a European charter establishing rights and obligations for passenger transport users, and use of Sustainable Urban Transport Plans for better coordination of land use and transport planning,

A section on safety and security discussed European road safety days focusing on urban areas, possible harmonisation of traffic enforcement rules and whether EU recommendations for urban transport safety standards could be incorporated into infrastructure design.

Through education, awareness-raising and data measures the Commission seeks to promote a new culture for urban mobility. The Green Paper reinforced support for networks relating to urban mobility (including through URBACT). A section on finance asked for suggestions on how existing financial instruments could be better used to support integrated and sustainable urban transport.

The Green Paper was followed by publication of an **Action Plan for Urban Mobility** in September 2009. This sets out twenty measures 'to encourage and help local, regional and national authorities in achieving their goals for sustainable urban mobility. With the Action Plan, the European Commission presents for the first time a comprehensive support package in the field of urban mobility.'



EU funding programmes

Financial support for sustainable mobility measures in cities is available, especially from the Structural Funds (mainly ERDF) and Cohesion Fund, European Investment Bank loans, and the dedicated demonstration and research programme for clean urban transport, **CIVITAS**, which utilises funds from the research Framework programmes (FP7 currently).

For the future, there are expected to be much closer links between actions for transport and those for energy, reflecting the overall importance of the climate change agenda. The most recent CIVITAS call gave priority to applicant cities that have signed the Covenant of Mayors on Energy. Demonstration actions previously in CIVITAS will be incorporated in the new **Smart Cities and Communities** programme.

REPAIR connections

REPAIR partner **Florence**, and the City of Utrecht which works closely with **NDW**, are active in the Eurocities Mobility Forum. Utrecht is a member of POLIS.

Some REPAIR partners are CIVITAS cities, indicating that they are known for innovative solutions in sustainable urban mobility. **Kaunas** participated in CIVITAS I. Within **Charente-Maritime**, La Rochelle was a CIVITAS II city. Utrecht is in CIVITAS PLUS currently.

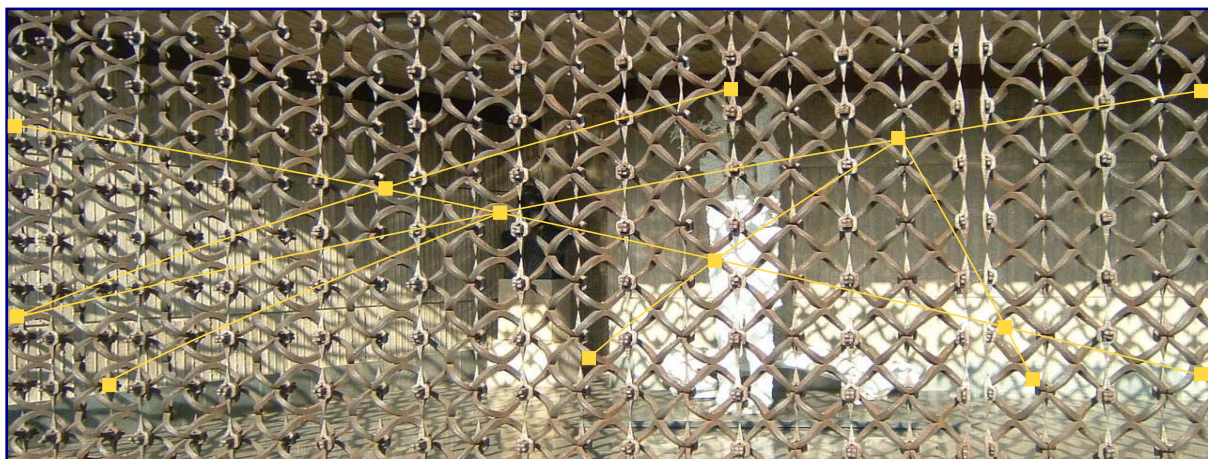
Medway's Local Transport Plan3 is an example of a sustainable mobility action plan.

8.3.4 Why this matters for REPAIR

The review of the EU SDS mentions land use as one of the main challenges for sustainable development. The need to integrate land use planning and transport planning at local level is sometimes mentioned in transport policy, but heritage, regeneration and issues like community severance are not considered in the EU level documents.

The proposals in the Action Plan for Urban Mobility are centred on six themes, to be implemented through existing EU programmes and instruments, all of interest to REPAIR partners working on issues of access to military sites. For example, there are three actions to promote integrated transport strategies, including Action 1, to accelerate the take-up of sustainable urban mobility plans (as they are now called). Other actions are to promote, for example, improved travel information, campaigns on sustainable mobility behaviour, access to green zones and intelligent transport systems (ITS). Two actions focus on funding sources. Cities have access to a wide range of guidance and good practice relevant for drawing up their own strategies for urban mobility in which issues of access to military sites can be tackled.

Demonstration projects on mobility and clean urban transport in historic urban centres have been possible in CIVITAS. For example, **RENAISSANCE** is a cooperation of cities with special interest in cultural heritage. It is not yet certain what scope there will be in future programmes for projects demonstrating both clean urban transport and energy measures in localities with historic buildings and sites.



REPAIR good practice

- Co-modality & integration of different transport modes; master plan for sustainable transport on the city level and urban traffic management system (**Charente-Maritime, Utrecht/NDW, Florence**)
- A mobility strategy that covers both passengers and freight (**Utrecht/NDW**)
- Communication and marketing strategy based on awareness, motivation and encouragement (**Opava**)
- Innovative technology in transport solutions. Promoting the use of electric forms of transport. Embedding innovative pilot projects within the mainstream strategy. (City of **Utrecht** – beer boats & Cargo Hopper with CIVITAS funding)
- Infrastructure to promote sustainable modes of transportation (cycling & walking) using waterways as well as land. Overcoming severance caused by major transport routes – crossings for walking, cycling & canoes over the main ring road (**Utrecht/NDW**). Public transport (**Opava**).
- Park & ride in fortifications (**Paola Corradino, NDW**)

8.4 Jobs and sustainable Communities

How the socio-economic re-use of the sites can maximise local jobs for local people and therefore sustainable communities and greater social cohesion – Pillar IV

8.4.1 Overview of EU policy for employment and social cohesion

The **European Employment Strategy** provides the broad framework for job creation efforts within the Member States. In line with the former Lisbon strategy and now with EU 2020, its main focus is the creation of more and better jobs. **Employment guidelines** for national employment policies – setting out common priorities and targets - are agreed every year. Strategy and progress within Member States are reported annually in each country's National Reform Programme. Typically, the **National Reform Programmes** set out the legislative context for action. They identify the responsibilities of different government bodies – including local authorities – in implementation of the national strategies and they also describe particular national measures (such as domestic funding schemes and business support services) available to cities, enterprises and other stakeholders. The contribution of EU instruments – such as the European Social Fund - is explained. These programmes cover much more than 'job creation'. They also tackle, for example, gender equality, issues of work-life balance, skills and training and policy and measures to support innovation.

The **European Social Agenda** aims 'to create more opportunities for EU citizens, improve access to quality services and demonstrate solidarity with those affected negatively by change'. Building on past European efforts to improve gender equality and working conditions and to tackle discrimination, poverty and regional disparities in quality of life, the **renewed Social Agenda** adopted in 2008 brings together EU policies to support action in 7 priority areas, including, for example, children and youth; investing in people – more and better jobs and new skills; mobility; longer and healthier lives; and fighting discrimination and promoting gender equality. Under this agenda, all new EU policies are supposed to be screened for their impacts on social and employment impacts. Progress on social issues (for example on measures to combat poverty) is now also reported in the National Reform Programmes each year.

Related measures include, for example, the 2008 **New Skills for New Jobs** initiative, the **European Job Mobility Portal** and the **European Employment Observatory**, which gathers information and undertakes research on employment and labour market trends in all EU countries. The year 2010 was declared the European Year Against Poverty and Social Exclusion.

EU policy for industry, and especially for Small and Medium Enterprises (SMEs), is also relevant. Information about the many in place to support Small Medium Enterprises (SME) is available via the **European Small Business Portal**.

There is well-developed **policy for tourism** as an economic sector. The **European Destinations of Excellence (EDEN) initiative** promotes sustainable tourism. National competitions take place every year to select high quality tourist destinations in each participating country on a particular theme. The theme for 2011 is Tourism and the regeneration of physical sites.

Policy for innovation and research within the framework of the renewed Lisbon strategy has explored and promoted the concept of the 'triple helix', which refers to joint action by research organisations such as universities, enterprises and local or regional government, especially to promote research-driven clusters of innovative companies in a particular place. Clusters are promoted through the initiatives **PRO-INNO**, **Europe INNOVA** and the **European Institute of Innovation Technology** (a kind of 'European MIT').

In the context of the **EU2020 strategy**, employment and social inclusion now come under the heading of **Inclusive Growth**, with specific policy and measures set out in the Flagship initiatives **Agenda for new skills and jobs** and the **European platform against poverty**. Proposals under these Flagships are expected to lead to new opportunities for pilot programmes, for example to promote evidence-based social innovation.

Efforts to meet the employment and poverty reduction targets will also be supported through the other Flagship initiatives, especially Youth on the Move, Innovation Union, An Integrated Industrial Policy for the Globalisation Era and Resource-efficient and Low-carbon Europe.

Innovation Union aims to improve the EU performance on research and innovation. It is significant for its promotion of, for example, more effective collaboration between academia and enterprises and more strategic use of public procurement, as well as for a focus on some sectors, including the creative industries, as drivers of innovation in local and regional economies.

Policy and measures to support the transition to a low carbon economy are set out in the Flagship **An Integrated Industrial Policy for the Globalisation Era**. This identifies ten key actions for European industrial competitiveness, including in particular:

- Further support for the creation and growth of SMEs, especially by making it easier for them to access credit.
- Upgrading of European transport, energy and communication infrastructure and services
- A new strategy on raw materials to create the right framework conditions for sustainable supply and management of domestic primary raw materials.
- Efforts to improve the innovation performance of some sectors such as construction, bio-fuels and road and rail transport, especially to make them more resource-efficient.

8.4.2 The local and urban dimensions – strategies for local economic development, employment and social inclusion

The European Commission has long supported the efforts of local authorities to develop and implement strategies for local economic development. The first European sustainable cities report as long ago as 1994 included a chapter on green economic development. Social enterprise, corporate social responsibility in companies and the efforts of cities to improve the environmental performance of SMEs have all been encouraged, especially in Structural Funds Operational Programmes.

Between 1996 and 2001 Structural Funds financed 89 **Territorial Employment Pacts** across the EU, each receiving about EURO 300,000. The aim was to tackle unemployment and promote job creation through multi-stakeholder partnerships at local level. Experience was variable, with those set up in Denmark, France, the Netherlands and UK seen as particularly successful. Pacts were mainstreamed into the 2000-06 Structural Funds programmes.

The role of cities in tackling employment and social inclusion has been a major feature of all European Commission documents on urban policy and all statements adopted by the ministers responsible for urban policy and spatial planning, most recently the Leipzig Charter.

In EU2020, local and regional authorities are referred to as ‘incubators of social innovation’. ‘Engaging them, in particular through the Committee of the Regions and key European networks and national associations, will increase focus on the territorial dimension of poverty, and strengthen synergies in the delivery of EU funds’^{vii}.

8.4.3 EU funding programmes

The 2006 Communication **Cohesion policy and cities: the urban contribution to growth and jobs in the regions** set out guidelines for cities as regards actions for SMEs and micro-enterprises, innovation and the knowledge economy, education and training to improve employability, social inclusion and crime reduction, amongst others. The contribution of cultural heritage to growth and jobs was acknowledged. These guidelines had to be taken into account in preparation of the Operational Programmes of Structural Funds for 2007-13, with the result that significant resources have been available to urban local authorities in the current programmes.

Key instruments for the support of measures to create jobs and support social inclusion are:

- In relation to Cohesion Policy, mainly the **European Social Fund (ESF)**
- **PROGRESS** 2007-2013 – the EU employment and social solidarity programme
- The **European Progress Micro finance Facility (EPMF)** to support the creation of new small enterprises and self-employment.

Several URBACT projects have focused on local employment. Examples are REGENERANDO, which resulted in a European Cities’ Charter for Employment, WEED - Women, Enterprise and Employment in Local Development, and REDIS - Restructuring districts into science quarters. The URBACT II **ESIMeC project** explored economic development strategies and innovation and found some interesting correlations between players, including Company demands for skills and qualifications, Chambers of Trade, Employment Centres, Local Government, Regional Committee for Development and Trading and Schools.

Regional innovation strategies, clusters and ‘triple helix’ approaches have been supported in **INTERREG IVC**.

The fifth Cohesion report adopted in November 2010 sets the direction for future Cohesion policy and spending and allows for **a closer link between the social agenda and the territorial agenda**.

Structural Funds regulations post-2013 should support the coordinated investments of ESF and ERDF in the implementation of integrated approaches. Decreasing disparities and combating continuously high levels of poverty, in particular in urban areas, will, in the future, require targeted actions covering economic, social and environmental aspects.

In line with the proposals made in the 5th cohesion report, the Commission will put forward proposals in 2011 for the new Cohesion Policy regulatory framework for the period post-2013 which will simplify access to the structural funds for local groups and ensure greater complementarity and synergies between EU funds to promote community-based approaches, including for urban regeneration.

In the current period, development of local and regional clusters of knowledge intensive and innovative Small Medium Enterprises (SME) in particular sectors (such as eco-innovation) has been promoted through the Competitiveness and Innovation Programme and the Seventh Framework Programme - FP7.

In **FP7: Capacities, Regions of Knowledge** supports the development, across Europe, of local and regional ‘research-driven clusters’, associating universities, research centres, enterprises and local or regional authorities.

8.4.4 Why this matters for REPAIR

All REPAIR partners have made use of Structural Funds in their efforts to provide ‘local jobs for local people’ and to support sustainable communities.

REPAIR partners have identified a shortage of skilled professionals and artisans able to deal with the special problems of renovating and re-using military heritage installations. There is scope to use European measures for skills and training to build up a specialised workforce.

The ‘triple helix’ model – involving the collaboration of academia, businesses and government – in the context of local strategies for innovation and economic development, is clearly in line with EU policy. It is supported in funding programmes for research and innovation.

REPAIR good practice

- **Telecom City (Karlskrona)** – cluster of telecommunications businesses building on the triple helix concept, many housed in renovated historic buildings on the site of the historic naval dockyards, all in collaboration with the local university
- **Chatham Maritime & Chatham Historic Dockyard (Medway)** – a portfolio of sites all previously in military use, now managed by different organisations within an overall framework led by the local authority
- **Public services consolidation (Opava)** – new public services centre in former military buildings, freeing up valuable development space for commercial uses in the city centre
- **Fort Vechten (New Dutch Waterline)** – labour market measures and creation of sustainable jobs centred on one of the NDW forts, supported by a creative package of funding programmes.

9 SMART APPROACHES TO MILITARY SITE RE-USE AS A CATALYST FOR SUSTAINABLE URBAN DEVELOPMENT - LESSONS FOR LOCAL POLICY AND PRACTICE

9.1 View of EU policy from the local level

Our review of EU policy and measures relevant for the re-use of military heritage sites in urban areas confirms that, at the moment, there is no single overall strategy or legal framework for urban sustainability in European cities, much less one which explicitly promotes heritage-led regeneration.

The Leipzig Charter and various reviews published by the European Commission and European Environment Agency are useful, but in the absence of a firmer commitment by national governments there are few systematic arrangements to promote agreed urban policy messages or tools across all local authorities in the different Member States. The European Reference Framework for Sustainable Cities is one of the first operational tools to have the strong backing of national ministers.

On the positive side, the EU policy initiatives and advice for cities on the subject of sustainable urban development stress the need for integrated approaches, both at local level – especially inside municipal administrations - and ‘vertically’ – so that there are consistent and mutually-reinforcing efforts at all levels of government – local, regional and national as well as European.

Less positively, in view of the REPAIR agenda, the role that sustainable re-use of abandoned military sites can play in delivering broader sustainability objectives in urban areas is not widely recognised at European level.

In practice there are many EU instruments – especially Directives in the various policy areas – which apply across the whole territory – not only in cities.

It is important to recognise the importance of regulatory requirements in determining what is possible in terms of site re-use. There especially needs to be clarity as to the obligations, which EU legislation in areas like waste management (as transposed into national law) imposes on the owners and managers of military heritage assets. New legislation needs to take the special requirements of protected buildings into account. The European Heritage Legal Forum has an important role in representing the interests of the sector.

It is a demanding task for local heritage professionals and municipal administrations to be aware of all European initiatives, which might be relevant for their work. The task is made all the more difficult because of the fast pace of change and the need to keep abreast of developments on a very broad front.

Typically, local practitioners are aware of EU legislation restricting what they can do with protected buildings and sites. For example, the provisions of the **Habitats Directive** make it difficult to deal with protected species of bat, often inhabiting old structures. They also know about some of the opportunities to obtain EU funds to support their local efforts. However, the experience in REPAIR shows that, in general, those responsible for conserving and renovating military sites underestimate the extent of good practice, technical guidance, opportunities for networking and other support measures available within the ‘European toolkit’, or they find the plethora of activities very time-consuming to navigate. The European Heritage Portal may be helpful for signposting.

Those responsible for the regeneration of cultural heritage assets in cities need access to information and ‘intelligence’ about the aspects of EU policy and available measures relevant for them, whether from in-house European officers or teams, local consultants, Brussels offices, professional organisations, city networks, regional or national agencies, ministries etc. Participation in EU-funded projects is another way to keep up to date.

9.2 The importance of supportive national & local frameworks

Both urban policy and cultural heritage regeneration are primarily national responsibilities. REPAIR partners have observed that **there need to be effective national frameworks of policy and legislation and mechanisms for implementation** – all informed by good practice across Europe - so as to enable local authorities to deliver innovative and effective outcomes ‘on the ground’.

REPAIR good practice – multi-level governance

- **The approach to sustainable mobility in the Netherlands.** Different role of the state, province, city, owners/managers of different uses/sites, behaviour of individuals and businesses.
- **Responsive and flexible national government.** (Malta - Minister lobbying the European Commission to change the ERDF rules on subsidy for solar water heaters.)
- **Effective advertising of available national funding** for photovoltaic cells and solar water heaters by compulsory publicity about the scheme when marketing products. (Malta)
- **Financial schemes** available to a broad cross-section of households – not just for social housing or those on low incomes. (Malta)
- **Collaboration** between the local and county levels on energy projects. (Avrig)
- **The UK’s Climate Change Act 2008** establishes binding targets and a clear framework of responsibilities for all levels of government. Through legislation on planning, local authorities in England are under a legal obligation to establish policies on climate, energy and sustainable buildings in their Local Development Frameworks.

National cultural heritage agencies, where they exist, have a role in publishing advice and guidance for the design of appropriate regeneration schemes in line with legislative requirements and technical best practice.

At urban level, city councils are well placed to establish integrated plans for land use, energy, transport and local economic development, which these days they are often doing within the broader context of strategies for climate change or sustainability. In many countries the preparation of such plans and strategies is a legal obligation imposed by national or regional law. Much guidance and many good practice examples for the preparation of these plans are available.

REPAIR partner cities, which have signed up to European charters and covenants, such as the Covenant of Mayors on Energy, are seeking to ensure that the special features of military heritage assets are taken into account when developing integrated strategies for action.

REPAIR good practice – citywide strategies & plans

- Adoption of a local energy programme made up of a cluster of complementary projects – better than several individual projects. Use of several different sources of renewable energy. (**Avrig**)
- Local planning authority recognises that traditional buildings were originally constructed to fit local climatic conditions. They try to ensure that original design elements are retained & promote skills training in traditional crafts e.g. a return to traditional carpentry. (**Paola Corradino**)
- Citywide strategy for sustainability (**Karlskrona**)

In the areas of energy and waste management, success may depend upon large-scale investment in the city's infrastructure.

REPAIR good practice – sustainable infrastructure

- Large-scale change to local infrastructure. e.g. change the whole public lighting system to make it more energy efficient. (**Kaunas**)
- Having the (mainstream) infrastructure in place. (**Opava** – the basics for the biogas plant and the switch to hybrid buses.)
- The city or wider region invests in CHP and waste-to-heat plants in its main waste management programme. (**Charente-Maritime, Kaunas**)

In the context of EU2020 there is scope for national governments – in cooperation with local and regional authorities - to establish legally-binding national frameworks which set out objectives, mechanisms and resources for cities so that local actions for sustainable urban development help to deliver both local objectives and shared European goals.

9.3 Building capacity within local authorities

One of the most important lessons learned during the REPAIR project is that to establish and deliver successful strategies for sustainable urban development requires a city to have political vision, strong leadership, a determination to make use of all available policy mechanisms, and the ability to make creative use of resources.



REPAIR good practice – use of municipal assets, municipal companies and procurement

- The local authority is willing to invest its own public funds in the purchase and renovation of sites and buildings and in partnership arrangements, for example to pump prime work with local companies and academia. (**Karlskrona** Telecom City. **Opava** various sites)
- Municipal (or other public) ownership of the land and buildings enables development. (**Kaunas**)
- Transfer of an important building from private ownership to a municipality or a trust helps to secure preservation and re-use. (**Medway** – establishment of local dockyard trust to overcome fragmented ownership.)
- Municipal companies are established as delivery vehicles for regeneration projects. (**Avrig**)
- Municipally owned companies become the end users of the regenerated sites and buildings. (**Kaunas**)
- Sites are used for housing development by a public company. (**Rostock**)
- The local authority uses its power as a purchaser of local services to support new uses at the renovated sites. (**Karlskrona** – use of IT services developed through Telecom City. **NDW** – purchase of catering services located in a fort.)

Cross-departmental working is essential for formulating and delivering effective strategies for sustainable urban development.

Both city administrations and heritage site managers need to have good organisational capacity and access to appropriate technical expertise. Effective regeneration of military heritage sites requires both ‘generic’ skills like project management and specialist technical knowledge. If they do not have the necessary skill ‘in-house’ they need to be able to call upon external resources.

REPAIR good practice – organisational capacity & technical expertise

- Work with the traditional features of the buildings – many had their own energy management ‘systems’. Return to traditional building methods. (**Paola Corradino, NDW – e.g. removal of air conditioning from Fort Vechten**)
- Close attention to detail when renovating individual buildings. Installation of small-scale renewables in individual buildings, sometimes resulting in surplus energy to be fed into the grid. (**Paola Corradino**)
- Appointment of a specialist energy manager for the local authority. (**Medway**)
- Innovative technical solution – in post communist apartment blocks replacement of obsolete individual heating systems with biomass CHP and local district heating. (**Avrig, Kaunas**)
- Creativity in identifying non-visually intrusive thermal efficiency schemes. (**Charente Maritime**)
- Local authority enhances its capacity to deal with energy and waste management etc issues by calling on the expertise available in the local university engineering faculty/other universities. (**Florence, Avrig**).

Local authorities especially need to build their capacity to put together packages of complementary funding from a range of sources – both domestic and European – in order to implement regeneration schemes.

REPAIR good practice – funding & fiscal measures

- Complementary use of a range of funding sources, both domestic and EU. (**Rostock** – use of public funds to lever other budgets. **Kaunas** – for feasibility studies.)
- Smart use of EU funds – complementary use of different EU funding programmes to support coherent energy objectives. (**Avrig** - ELENA for feasibility studies; **Kaunas** - use of EU funds for Technopolis; **Rostock** use of successive programmes since the early 1990s to restore the heath. **NDW** - INTERREG projects to pay for some local renovation and help to fill technical knowledge gaps. LEADER funds for exploitation of Roman heritage at Fort Vechten.)
- Local promotion of low interest loans for energy efficiency measures available from domestic funds, in this case the Carbon Trust. (**Medway**)
- Creative use of local taxation powers, local fiscal measures/tax incentives to influence consumer behaviour. (**Avrig, Karlskrona**)

9.4 Solutions for individual sites

In relation to the design of schemes for the re-use of particular sites, the ASCEND MMF still has much to recommend it. Evidence presented during the REPAIR project has reinforced or enriched some of the MMF stages. For example,

- The best solutions are those highly appropriate to the context;
- Mechanisms need to be in place to ensure that all key partners (community, professionals, local government, funding agents etc.) are engaged and involved from the start;
- Tailor-made legal cooperation structures should usually be put in place to formalise public-private partnerships;
- Preparation of a combined site master plan and business plan is recommended in order to measure more accurately the potential for employment generation at the site.

REPAIR good practices – partnership

- Effective cooperation between the local authority and the local, regional or national employment agency or ministry on skills training and social employment initiatives. (**Paola Corradino, Rostock, Kaunas**)
- Good cooperation between the owners or managers of the military site and the city (City of Utrecht and **NDW** for redevelopment of Fort Aan de Klop)
- Importance of public/private partnership in securing redevelopment, including schemes likely to attract foreign investors (**Opava, Paola Corradino**)

Communication, marketing and other ways to manage demand have emerged as key mechanisms for success.

REPAIR good practices – communication & marketing

- Creative marketing of a network of sites in a cluster. (**NDW** - designed as a system and now managed by a dedicated national organisation; **Charente-Maritime** Discovery Trail – family game.)
- Branding of the heritage area. (**Rostock** – old city gate is the motif for the new shopping centre in the restored historic centre. **Kaunas** – link to aviation history.)
- Public events are used to publicise the re-use. (**NDW**)
- Inclusion. (**Karlskrona** trains taxi drivers to be a public relations resource for the city.)
- 'Have your own tree'. (**Opava**)

In relation to the **Pillars**, experience from the REPAIR partners suggests the following.

In the area of **heritage conservation**, commitments which national governments have made in signing up to Council of Europe Conventions (especially to promote holistic and integrated approaches to site conservation) need to be more effectively implemented at national, regional and local levels.

There is enormous scope for action in the fields of **energy and waste management**. Local authorities are recommended to put in place sustainable energy action plans. (The EU guidance on Sustainable Energy Action Plans requires waste management to be included.) The special problems of incorporating energy efficiency and renewable energy measures, and dealing effectively with waste management, in renovation schemes involving protected historic buildings and structures need to be taken into account.

In the area of **sustainable transport** local authorities need to establish citywide urban mobility plans which emphasise co-modality. Problems of access to military sites – which may not be connected to modern transport networks - need to be acknowledged. Opportunities to use sustainable transport modes will depend upon factors such as location and final use. (For example, tourism uses may involve substantial flows of visitors and some unavoidable use of private cars.)

Regarding the creation of **local jobs and support for sustainable communities** through the re-use of military sites, distinctions need to be made between approaches that create ‘high value’ and ‘low value’ jobs. Ideally both are needed and they can be mutually reinforcing. Physical renovation can support skills development. Renovated heritage sites can be used to facilitate entrepreneurship and provide premises for SMEs. Some of the most successful schemes are those focused on a particular ‘niche’.

However, one of the most important lessons from REPAIR is that, while focusing on particular issues can be useful in identifying particular actions for a heritage site, it is in fact attention to the **interaction between the pillars** that has the most impact in terms of sustainable outcomes. **The most effective and elegant solutions are those delivering multiple benefits in resource-efficient ways.**

REPAIR good practices – elegant solutions

- Promotion of diversity of functions as the key to long-term survival. (**NDW, Medway, Florence** and **Paola Corradino** for promotion of a range of different uses within a network of sites.)
- Redevelopment of individual heritage sites for mixed uses. (**Opava** – university, commercial and residential redevelopment of barracks.)
- Promotion of multi-purpose re-use of military sites. (**Avrig, Rostock**)
- An approach combining physical and social regeneration. (**NDW Fort Vechten** - Multiple uses supporting both skills/employment creation and market activities.)
- Creative re-uses that both engage local people and bring in visitors. (**Karlskrona** and **Paola Corradino** – creation of new sports & training facilities)
- Social regeneration/environment – heritage sites that are also green areas & located close to residential districts are highly valued by local residents and important for quality of life (**Kaunas** aerodrome, **NDW/Utrecht, Medway Lower Lines**).
- Identification of solutions that save both energy and money. (**Kaunas** – public lighting)
- Integrated & multi purpose approach to regeneration of a military area based on nature conservation, reforestation and landscape. (**Rostock Heath, Avrig**)

It is these ‘elegant solutions’ which EU policy and measures increasingly seek to support. Setting work to regenerate local sites in a broader European context is one way to identify and deliver cutting edge, win-win schemes with lasting social, economic and environmental benefits for local communities and cities

NOTES & SOURCES

ⁱ Thessaloniki was a partner in REPAIR but later de-committed from the project for political reasons.

ⁱⁱ A report of each Working Group meeting may be downloaded from <http://urbact.eu/en/projects/cultural-heritage-city-development/repair/our-outputs/>

ⁱⁱⁱ European Commission (2010) *Making our cities attractive and sustainable: how the EU contributes to improving the urban environment*, p. 23 For detail on EMAS go to the link [Hhttp://ec.europa.eu/environment/emas/index_en.htm](http://ec.europa.eu/environment/emas/index_en.htm)

^{iv} See for example [Hhttp://resilient-cities.iclei.org/bonn2011/about/resilient-cities-2011/](http://resilient-cities.iclei.org/bonn2011/about/resilient-cities-2011/)

^v A Council Resolution on a forestry strategy for the EU in 1998 and a Council Recommendation on ICZM in 2002. Both coastal management and forests are the responsibility of national governments.

^{vi} Partners have received briefing on some of these networks, in particular those relevant for energy and climate change (Pillar I workshop).

^{vii} European Commission (2010) *The European Platform against Poverty and Social Exclusion: A European framework for social and territorial cohesion* COM (2010) 758 Final/ SEC(2010) 1564 final

AN URBACT II PROJECT

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT is 181 cities, 29 countries, and 5,000 active participants.

URBACT is co-financed by the ERDF Funds and the Member States.

