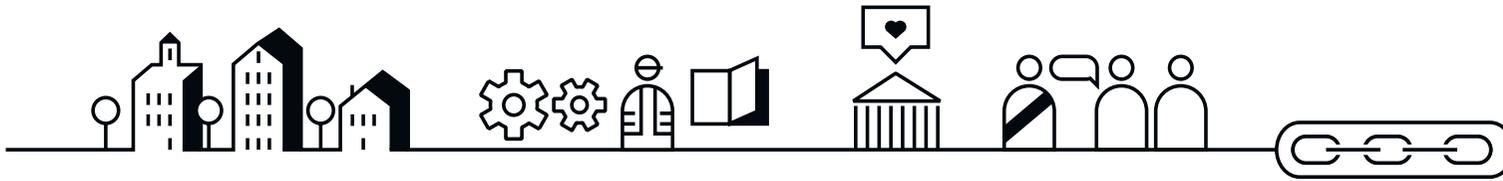




Making heritage work for sustainable urban development

THE KAIRÓS FIVE - PILLAR MODEL



THE KAIROS FIVE-PILLAR MODEL

The way the heritage field has evolved over the past years, with new concepts like heritage valorisation, urban heritage or historic urban landscape, is giving cultural heritage, in particular built heritage, a great opportunity to work massively as a driver for sustainable urban development.

To make this happen —that is, to make the idea of heritage-driven urban development and regeneration work— we need to build up and mainstream a sound integrated approach.

Making heritage work for sustainable urban development

The KAIRÓS five-pillar model

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Coordination

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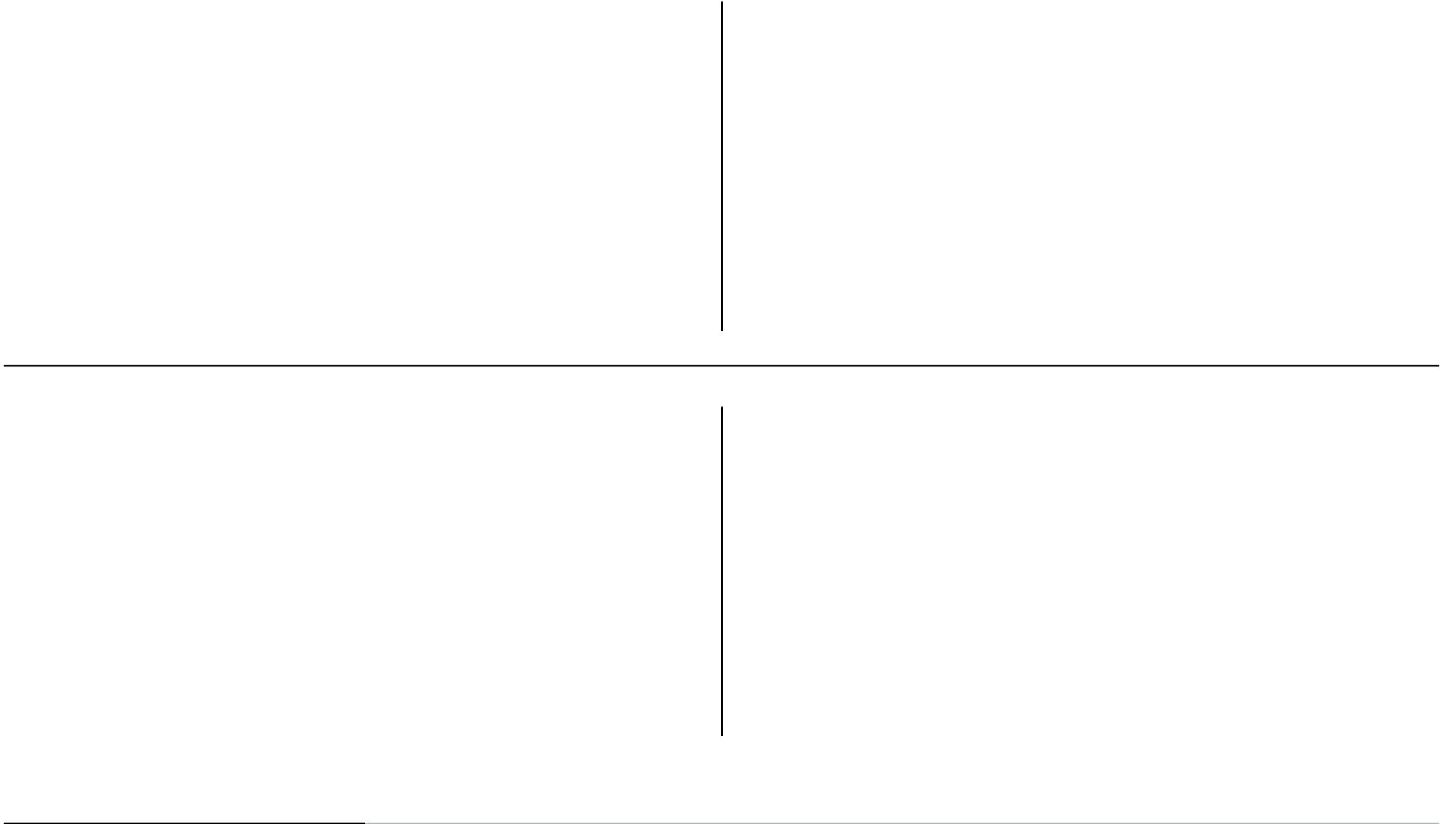
KAIRÓS has been an URBACT Action Planning Network, funded by the European Union, headed by Mula [ES] as lead partner and joined by Šibenik [HR] Ukmergė [LT] Cesena [IT] Heraklion [EL] Belene [BG] and Malbork [PL]. These cities have shared an international learning itinerary aimed at expanding the role of heritage as a driver for sustainable urban development and regeneration.

KAIRÓS is a word in ancient Greek meaning the right time for moving into action.

 **Graphic design**
Pedro Noguera.

 **Cover image**
Aghia Triada district,
Heraklion.





RATIONALE

Change of paradigm



“ Culture Heritage is not a relic of the past,
it is a relevant, useful and accessible part of today and tomorrow

Europa Nostra

— Two major changes are impacting the heritage field



Aranjuez Cultural Landscape

Change of scale

Over the past years, two major changes have been impacting the cultural heritage field. The first one is that the spotlight is not so focused on the single building and the monumental artefact, but also on the urban fabric. It has led to a number of emerging concepts, such as historic urban landscape, urban heritage and heritage city.

This becomes doctrine in 2011 with the adoption by UNESCO of the recommendation on the Historic Urban Landscape. HUL is defined as “the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of historic centre or ensemble to include the broader urban context and its geographical setting”. Nevertheless, this collides with the lack of urban culture in many cultural heritage managers.

Change of purpose

Second and most important is a change of purpose, meaning that heritage valorisation matters as much as preservation. Thus, the best preservation policy is the one that reconnects heritage to the contemporary city, in terms of use and function. Hence, more than just a stock of the past, heritage is now addressed as a history of transitions. Such a transitional or dynamic approach understands heritage as a living memory, and therefore valuable to build the future. This idea fits that of circularity and sustainable development.

— The idea of heritage-driven urban development and regeneration



Parco Doria. Torino

Change of method

Both changes mentioned are leading to a change of method. To fully embrace the multi-faceted nature of heritage valorisation [within the complexity of today's urban space] an integrated approach is needed more than ever. However, such an integrated approach, which might lead to the idea of heritage-driven urban development and regeneration, is not mainstream yet. Urban heritage management is still addressed mainly from two poles, cultural policy [with an emphasis on conservation] and urban planning [biased towards land use and regulation]. Not to mention the central role assigned to heritage spaces in relation to the visitor economy sector.

Valorisation means giving cultural heritage a new life or enhancing it in terms of use and function. As a policy concept, it would largely unlock the potential of heritage for sustainable urban development

WHAT INTEGRATED APPROACH?

To drive action planning



— Assembling five key dimensions

FIVE-PILLAR MODEL

There is a growing interest from cities, whatever their size, in developing a more balanced [integrated] approach to maximize the role of heritage in their strategies on sustainable urban development. That is the case of the KAIRÓS five-pillar model, by assembling five key dimensions: Space, Economy, Attractiveness, Social Cohesion and Governance.

Somehow, this type of assemblage relates to other models that equally understand urban heritage as a system that includes “objects, projects, people and processes, rather than only historic buildings” [Matthias Ripp’s metamodel for heritage-based urban development] as well as to the growing circular logics of addressing the making of the city.

The KAIRÓS model has proved to be helpful in driving action planning in a variety of circumstances and local needs. From revitalizing Šibenik’s old town, a place with an outstanding beauty in the Croatian seashore, but affected by depopulation, tourism-driven gentrification and lack of urban vitality during the low season; to reverting the vicious circle of degradation of the historic Barrios Altos of Mula, in the southeast of Spain.

To make this model work, the question is: how a broader conception of heritage valorisation can contribute to each of these pillars meaningfully?

— Space. Urban planning and design in the heritage city



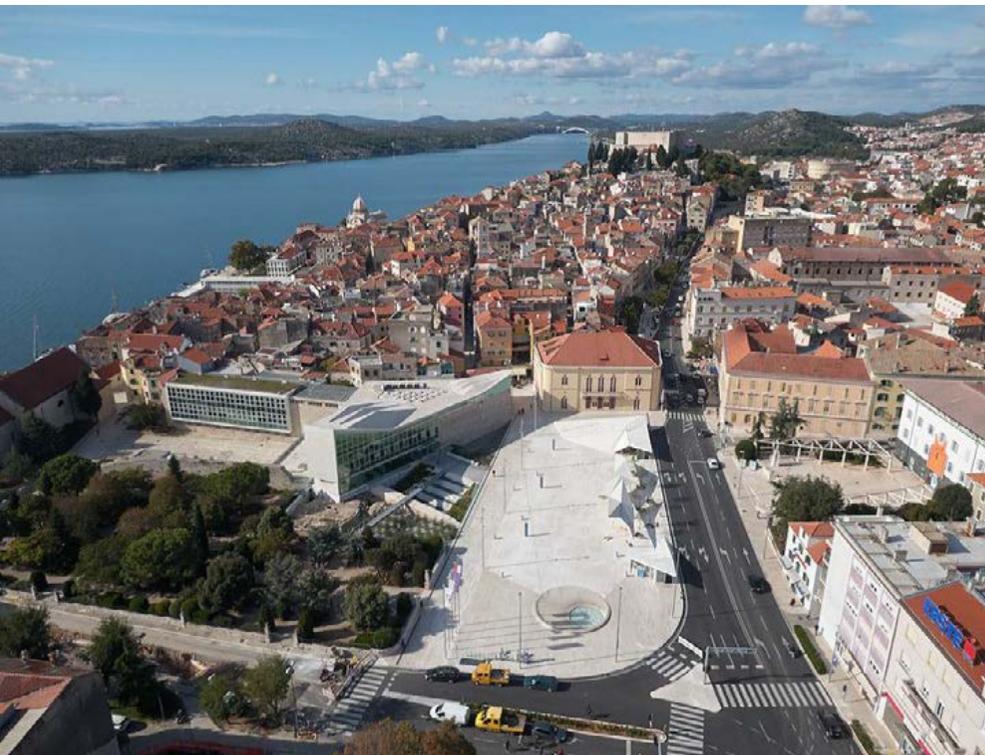
FIVE-PILLAR MODEL

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- Heritage valorisation and adaptive reuse projects
 - Mixed use in [renewed] historic quarters
 - Facilitating [not hindering] regulatory frameworks
 - Re-thinking accessibility
 - Green solutions and circularity in historic quarters
 - Urban lighting: making the nocturnal landscape
 - Smart city solutions in heritage contexts

Space refers to urban planning and urban design, also the catalogue of carbon-neutral and smart urban solutions. The urban/architecture project is at the basis, conditioning everything, positively or negatively. It provides the physical setting to then build up the intended integrated approach. Even some specific urban interventions can spark the benefits of heritage valorisation by themselves and make a turning point.

It should be noted that some planning practices are emerging in the regeneration field, other than land-use planning and conventional master planning. In a way, they are reconciling “hard” mandatory planning and “soft” voluntary planning. Furthermore, nowadays most burning issues affecting historic centres and quarters are a matter of management. It is therefore timely to promote planning approaches, tools and figures more directly oriented to action.

The aim is to balance and complement the [fortunately] widespread use of figures with a focus on protection and regulation. In this respect, the preservation-oriented regulatory framework matters a lot. It may work as either an enabler or a hindering factor to a broader understanding of heritage valorisation and the heritage-driven urban strategies.

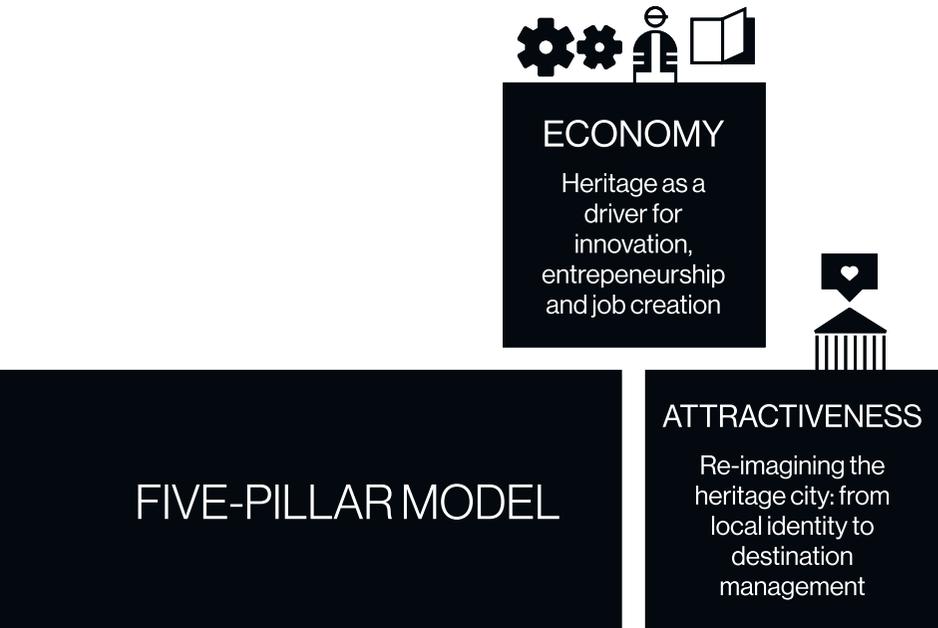


Urban projects with a spillover effect

Some specific urban projects entail a spillover effect, spreading the benefits of heritage valorisation beyond the initial expectations. In Šibenik's old town, the restoration and reuse of St. Michael fortress has worked in that way. The fortress, which offers a dominant view over the old town and the Adriatic Sea, has been restored and repurposed as a breathtaking open-air auditorium and exhibition centre on Šibenik's history. Less obvious but even more impactful has been the reconfiguration of Poljana square as a big promenade at the entrance of the old town, including a three-storey underground parking, which has dramatically improved the accessibility to the historic centre

Poljana square in the foreground [project Ivana Tutek et al]. St. Michael fortress at the background [project Tomislav Krajina et al].
Photo by Ervin Husedžinović.

— Economy and Attractiveness. Re-imagining the heritage city



Heritage valorisation as a driver for innovation, entrepreneurship and job creation

Built heritage as workplace

The historic quarter as a hotbed for the local creative ecosystem

Heritage-based investment attraction

Re-imagining the heritage city to more compelling local identities

Branding the heritage city

Destination management and sustainable tourism

Levers of vibrancy: retailing, events, cultural agenda

The association of urban heritage and heritage valorisation with the local entrepreneurial environment largely leads to the hospitality sector and the cultural and creative industries. Beyond that, other opportunities remain untapped or less visible. They relate to social economy or the number of heritage-applied emerging technologies that are sourcing start-ups and high-quality jobs —VR/AR, gamification, 3D modelling, IoT, AR-based app development, crowd analytics, new urban lighting, etc. To some extent, they are connecting the heritage field to the Next Economy, and any heritage-led urban development strategy should be aware of it.

Furthermore, as the economic activity is coming back to the city again, changing the so far dominant suburban pattern to more central locations, the historic districts have a role to play in this re-drawing of workspaces in the city. This is good news for the attempts aimed at keeping the historic quarters multi-functional and lively.

On the other hand, cities depend more and more on their capacity to attract investment and firms, knowledge, new residents and visitors. One can refer to this capacity as attractiveness, which relates first to how local identities and ambitions are built [and reshuffled] and second to how they are communicated nationwide or worldwide. In this context, a spotlight will be put on fully realizing the potential of cultural heritage as a driver when branding and communicating the city, since it is often constrained to the city of the past and the visitor economy sector.

Thus, city marketers should be aware of the meaning and scope of heritage valorisation and start thinking about how the variety of heritage valorisation projects and initiatives can be translated into unique stories and compelling images, to draw the interest not only of tourists and visitors but also of investors, innovators and the own local population. In other words, if promoting a flow of stories is pivotal in today's city branding, then the focus should be on how to tell engaging stories connecting heritage to future-oriented issues, such as urban regeneration, sustainability, cultural and creative industries, entrepreneurship, workplaces, social innovation, etc



Vilnius Light Festival. ROCK project

— Social Cohesion. Accessibility and inclusiveness at historic quarters

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- Civic empowerment working for heritage-led urban regeneration
 - New approaches to public space re-appropriation
 - Managing gentrification/de-gentrification
 - Affordable housing in the heritage city
 - Vacant spaces and abandoned buildings
 - Historic neighbourhoods more friendly for the elderly
 - Promoting cohesion in a multi-ethnic environment
 - Inter-generational dialogue

Promoting a better social access to cultural heritage has the effect of expanding the portfolio of heritage valorisation projects, and it is key to build up a relevant city perspective to heritage. This includes making the most of citizenship strength and energy, since this new [wider] usability needs to be discussed and co-designed together with the local communities and not only inside the institutions and heritage organizations.

Furthermore, depopulation, Airbnb-driven gentrification, museification... are terms commonly associated to historic centres and quarters. This means that keeping the heritage city liveable should be an absolutely primary goal. That is why housing is pivotal in heritage-driven urban regeneration, and it is worth recalling that conventional housing policies often don't work in heritage-driven urban regeneration. We need bolder schemes to retain the residential use in our historic quarters.

FIVE-PILLAR MODEL

SOCIAL COHESION

Accessibility and inclusiveness at historic quarters



Another issue to consider is that more authentic heritage valorisation needs to be cultivated from education and awareness. In this regard, exploring new pedagogies about urban heritage can be very helpful.



Inter-generational dialogue

Promoting the inter-generational dialogue is useful to foster liveability in the historic city, which is often turning into an ageing city. It is also a vehicle for transferring identity values to young people and raising sense of place. For instance, in the World Heritage city of Gyeongju, in the Republic of Korea, elderly women are entrusted as storytellers in kindergartens and can earn some money with it. It is a way of supporting vulnerable groups while making intangible heritage work to cultivate local identities.

On the other hand, user-centred dialogue is a tool that can certainly boost new ideas and solutions. In the context of a heritage-driven urban regeneration process, the Municipality of Cesena organized different types of exchanges [educational lab, flash mob] targeting high school and faculty students, as main users of the area. Interestingly, it resulted in the strengthening of nature-based types of solutions for the action plan in progress.

ROLLOUT

This is the right time



The Old town is like a human genome code. It gives us direction. The more we are aware of it, the more clear direction for development we got. Ukmergė old town is the most valuable and unifying element for all citizens

Rolandas Janickas, Mayor of Ukmergė

— Mula. Stop the snowball of dereliction in the historic Barrios Altos



The town of Mula, in the southeast of Spain, has the imperious need to halt and revert the vicious circle of degradation and decline that is affecting the so-called Upper Quarters, built alongside the castle hill with a street layout dating back to the Middle Ages. The Barrios Altos are seriously impacted by a shrinking, aged and increasingly multi-ethnic population, since the traditional social fabric has greatly moved to other more accessible parts of the city and is replaced by migrants from North Africa. The massive degradation of the housing stock and abandoned properties have led to social decay and conflict, with the subsequent poor image of the area.

Rehabilitation and regeneration schemes, with a poor integrated approach, have been tried in the past with scarce results. Now, the KAIRÓS five-pillar model has provided direction for an Integrated Action Plan organized in four strands: housing, public space and accessibility, restoring commercial life, rebuilding attractiveness and social cohesion.

— Šibenik. Get back the lost urban vibrancy of the old town



Šibenik, on the Croatian seashore, has rapidly become a renowned tourism destination. However, a priority is to achieve a more sustainable urban development for its unique, Venetian-style old town, which is affected by depopulation, tourism-driven gentrification and lack of urban vitality during the low season. Consequently, the KAIRÓS five-pillar model guided a new look at the old town, more consciously focused on the local population and on the off-season, setting aside for a while its condition of space serving tourism and the visitor economy.

The resulting action plan focused on a set of grassroots and achievable actions covering three work streams: i] Raising awareness of citizens about their urban heritage and the many possibilities associated to an unconventional view of cultural heritage valorisation; ii] making the old town friendlier for the elderly and promoting the inter-generational dialogue as a booster of liveability; iii] connecting heritage to new digital solutions as a way to give wider accessibility to the old town while opening opportunities for entrepreneurship.

Cesena. This is not about historic centres only



Over the past years, the Municipality of Cesena, in the Emilia-Romagna region, has been developing an impactful strategy on heritage-driven urban regeneration primarily focused on the historic centre. At present, the spotlight is nonetheless on reactivating the industrial legacy of the city as foundation for the redevelopment of the now characterless area surrounding the train station. The legacy is that of the Arrigoni complex, a fruit and vegetable processing factory that reached its peak during the war period. The Arrigoni became popular because many of its workers fought fascism with strikes and sabotage actions, so many were persecuted or killed, including the owner Giorgio Sanguinetti. During the 60 's the plant was moved to the periphery, freeing up a large area which was redeveloped 20 years after. Today, a few buildings and one of the three big chimneys of the former factory remain.

Yet the area is home to three high schools and one university faculty, it is undergoing urban and social decay, with abandoned spaces, homeless people, lack of quality public spaces and facilities dedicated to the area 's main users —e.g. study rooms, internet cafes, etc. However, this urban fragment has the potential to be transformed into a kind of 24/7 multi-functional transient place, where even to stay, if working properly with accessibility, safety, attractiveness and innovation. The KAIRÓS five-pillar model has inspired the action plan called The City Gate, as the area is the main gateway to the city, very close to the historic centre, the new residential area of Quartiere Novello and the new campus of the University of Bologna in Cesena.

— Malbork. Strengthening a city perspective to heritage



Everyone in Poland and many in Europe know Malbork as home to the impressive Teutonic Castle, which is UNESCO World Heritage and one of the most visited sites in the country. However, the City feels the impact on the local economy of the massive inflow of people, who only visit the castle and then leave, should be higher. On the other hand, Malbork is close to Gdansk conurbation, which is a magnet for the young population of the Pomerania region. In this context, the Local Government is trying to re-think cultural heritage from a wider city perspective, beyond its main monumental artefact and the tourism framework, in order to realize the untapped potential of heritage as a driver for development. This entails opening three ambits for discussion and action.

First is urban space, which is now fractured by two national roads and the railway line crossing the city. Giving an instrumental role to concepts like cultural urban landscape or urban heritage could contribute to “stitching the city” and overcoming the different segregated spatial dynamics, by promoting new circulations for both visitors and locals. Circulations inside the city —where existing and future projects on heritage valorisation and adaptive reuse might work as landmarks— and those of the city to the Nogat riverbank and the countryside —by linking heritage and nature.

Second transformational ambit is addressing heritage valorisation as a source for innovation and business opportunities, enhancing Malbork’s value proposition as a local economy and including now heritage-oriented investment & talent attraction. Third strategic direction is promoting a more integrated approach for branding & marketing the city, in a way that the castle does not overshadow other real and potential city assets. This approach will enable targeting other audiences different to visitors. For instance, Malbork as the best choice to live within the growing Gdansk city region, at an affordable cost, in connection to heritage and nature, and easy to commute with the Tricity agglomeration [Gdansk- Gdynia-Sopot].

— Heraklion. Revitalizing the historic quarter of Aghia Triada



Inside Heraklion's Venetian walls, Aghia Triada [Holy Trinity] retains much of its peculiar urban character made up of a labyrinth of narrow streets and small alleys, courtyards with characteristic masonry walls marking on a human scale the separation between public and private space, and small taverns and traditional coffee shops [kafeneia]. However, despite its central location, next door to Heraklion's administrative and touristic core, the district is a degraded area, seriously affected by lots of abandoned properties, with a shrinking population and low-income households.

There have been small-scale initiatives and some major urban interventions in the past, but the five-pillar model has provided the lens to envision the district regeneration from a truly integrated perspective for the first time. Declared goals are now re-building the neighbourhood life while regenerating the unique built environment. This vision drives an action plan covering four work streams: pedestrianisation [by drastically reducing the annoyance caused by vehicles as well as enhancing the public space], residential upgrade [including removal of hazardous ready to collapse buildings and social housing], retailing, culture and leisure as levers for a lively neighbourhood [from spaces for low-cost ateliers to reusing a central-located abandoned property as a new creative hub] and social welfare and civic empowerment [to reduce episodes of social conflict and restore confidence between the neighbourhood and the Municipality].

— Ukmergė. Empowering civic society for old town 's revitalisation



Ukmergė 's old town [Lithuania] is closely linked to the Jewish urban culture and heritage, to such a point that after the Holocaust, which left about 10,000 members of the local Jewish community massacred in 1941, the old town has not been brought back to normal life since then. The stagnation of Ukmergė 's old town has made this place unattractive to people 's imaginary, and surprisingly this central area was not an option for many to live in. A somewhat rigid regulation on heritage preservation seems to work as an additional hindrance.

So, the big challenge was to organize and develop a comprehensive strategy for the integrated urban regeneration of the area, providing a framework to the number of physical rehabilitation projects promoted by the Municipality and raising the confidence and interest of dwellers, investors, shop owners and entrepreneurs alike. Moreover, it was absolutely necessary to build up a participatory approach, almost from the scratch. On the one hand, the Municipality felt the need to have a credible civic counterpart to discuss and agree with. On the other hand, the local community needed to be re-energized somehow. In this attempt, the KAIRÓS fivepillar model provided a path to take a giant step in this direction.

— Belene. Waterfront redevelopment by linking natural & cultural heritage landmarks



Belene is a Bulgarian shrinking small town of 7,500 inhabitants located on the border with Romania. Its pathway into economic and urban development has been strongly conditioned by the construction plans of a nuclear power plant, just 3 Km from the city, which have been postponed repeatedly over the past three decades. In this context the city needs to shape an agenda of her own, and heritage would have much to say in this regard. Within a short distance, Belene is home to a unique combination of natural, cultural and dissonant heritage – the spectacular Persina Nature Park, including Belene Danube archipelago of 19 islands, which is a world-class landmark for fishing and ornithology, the Ancient Roman castle of Dimum, unique in its kind, and the memorial project of the largest concentration camp of the communist era in Bulgaria. Those three landmarks deserve better valorisation and the activation of synergies between them.

This vision could crystallize in the integrated redevelopment of the Danube waterfront, including Persina Nature Park's visitor centre, fishing wharf, the restored Roman castle of Dimum, outdoor stage for the Danube River Festival and the future museum of the Belene. The strip would be equipped with pedestrian and cycle paths, benches and playgrounds. The Danube Park project might work as new hotspot for both locals and visitors, bringing the gravity centre of the city closer to the river and its most prominent heritage assets. It will create new job opportunities and counterbalance today's city narrative, which somehow remains kidnapped by the nuclear power plant megaproject.

KEY MESSAGES

To pave the way forward



“

Today, urban heritage can be understood as a system and process that belongs to the local communities

Matthias Ripp

The KAIRÓS journey entails an invitation to cities, in particular small and medium-sized towns, to re-examine the potential of their built cultural heritage as a driver for development. In this regard, after two years of international peer-learning and local action planning, a number of insights can be highlighted. Indeed, those reflections feed the **Pillar of Governance**.

_____ This is about keeping the historic city liveable

Monika Göttler, from the City of Regensburg World Heritage coordination team, understands that the primary goal is simply to make the urban heritage site a more liveable space, which means “spaces where people like not only to stroll, go shopping or spending time in vacations, but also places where young families can find an apartment and make a living”. Today, in Regensburg, about 40% of new housing developments in areas within the buffer zone of the World Heritage Site must be devoted to subsidized apartments for low and middle-income families.



Porto com sentido

We need bolder schemes to preserve the residential use in our historic quarters. For instance, the Portuguese city of Porto is delivering a disruptive housing programme for the historic centre aimed at stopping depopulation and the degradation of the housing stock in the area. The programme is called “Porto com Sentido” and runs as follows. On one side, the local public agency Porto Vivo engages homeowners with tax exemptions, paying rents close to the market value, anticipating these rents up to 2 years, and ensuring full maintenance during the whole contract period of 5 years. On the other side, Porto Vivo sublets those properties [in good conditions and excellent locations] at affordable rents, with values at least 20% below the market prices.

— The right to make the city



To re-connect with the contemporary, the heritage city has the right to make the city if needed. That is the aforementioned transitional approach. Both preservation/valorisation of built heritage and production of new urban space may mutually reinforce —others can refer to this as harmonic layering. Thus, regenerating the historic Barrios Altos of Mula or the Aghia Triada district in Heraklion, both with a badly degraded housing stock, does not entail preserving everything at any cost. Neighbourhood 's new needs in terms of accessibility or public space may demand specific changes over the inherited fabric.

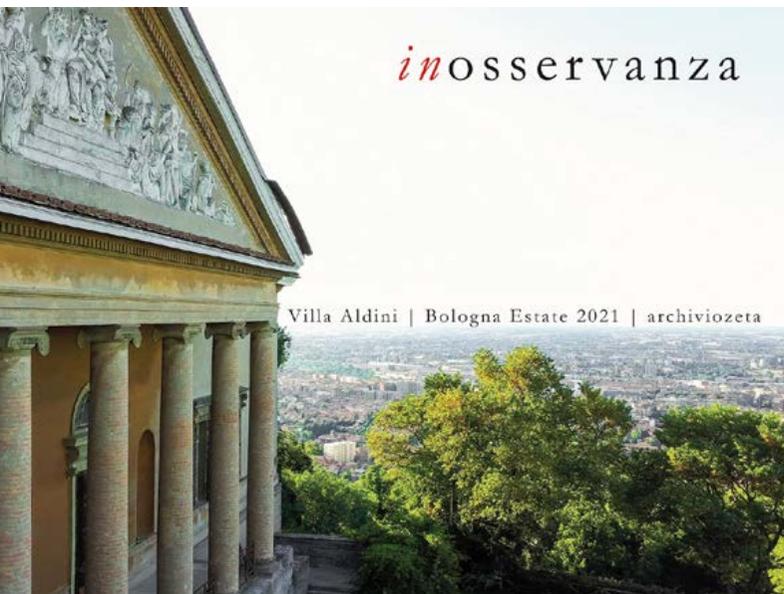
However, this idea is not always well received. In this regard, a vivid discussion took place ten years ago because of the construction of the first skyscraper in Sevilla, a city with 700,000 inhabitants serving a 1.5 million metropolitan area. Despite the location was outside the buffer zone of the monumental area protected as World Heritage Site and even out of the historic urban fabric, ICOMOS made a strong opposition with the argument that the project would impact the visual perception of the monumental area. More recently, the delisting of Liverpool Maritime Mercantile City as World Heritage Site in 2021 could also feed an interesting discussion in this regard.

This issue could be posed as the need for better methodological frameworks to make preservation goals more compatible with the contemporary city or, in Dennis Rodwell 's words, "today's overarching global priorities". In this attempt, UNHabitat and the New Urban Agenda can show a path, rather than UNESCO only.

— Taking the time to experiment

This is a main lesson from Bologna, which is likely one of the most unprejudiced cities in giving heritage a new wider social accessibility. For instance, around via Zamboni, at the heart of the World Heritage Site “City of Porticoes”, the Municipality promoted a number of tactical urbanism type of interventions aimed at getting some squares free of the massive car occupation. The pilots were so enthusiastically welcomed by the people and the media that they turned into permanent and scaled up to other districts. Stakeholders like Bologna Opera House were also involved in experimental actions and proofs of concepts to broaden the social usability of heritage. It is worth noting that these initiatives came out from an Urban Living Lab specifically devoted to support a heritage-driven regeneration strategy in the area.

Cities should acknowledge more openly the value of these pilots and small-scale actions [pop-up interventions, awareness-raising small events, challenge-based calls...] to break inertias and test new ways of heritage valorisation.



Villa Aldini

Villa Aldini is an abandoned Napoleonic mansion on Bologna’s hills, which is the subject of a major regeneration and adaptive reuse project. The decision to regenerate Villa Aldini is firm and has no way back, but the Municipality of Bologna is not in a hurry. They are now in a sort of initial stage of experimentation to find out how the place and the surrounding green area can be best appropriated and used. To that aim, the mansion is being offered to temporary cultural events and artist residencies. It is like a “consultation to the market”, in order to give a more solid base to the adaptive reuse project.

To provide direction and backing to Villa Aldini, a working group has been set up, including the Municipality, the University of Bologna, Villa Ghigi Foundation, the Foundation for Urban Innovation, Cineteca Foundation, Teatro Comunale, the Metropolitan Authority, the Emilia-Romagna Region and the Italian Ministry of Culture, along with the residents of the surroundings. One might say this is sophisticated governance, but it simply is the easiest way to make an impact.

— Working with cultural heritage differently

Both the way the cultural heritage field has evolved over the past years and the untapped potential of heritage for sustainable urban development are demanding an integrated approach. This entails a triple endeavour:

The policy-mix that is needed leads to organisational adjustments locally.

The five-pillar model is indeed a policy mix, but other combinations may be considered likewise, if appropriate. What is important to assume is that breaking the usual silos of competencies in the local government is paramount.

Urban heritage management as a continuous multi-stakeholder process.

Interestingly, when introducing Regensburg Old Town to the KAIRÓS network, Monika Göttler said “we are 16,000 residents and 186 stakeholders”. And it was shocking listening to her saying that Regensburg’ site management plan is basically a working group. The five-pillar model has certainly worked to source stakeholders differently, since the heritage field is still biased to preservation.

Multi-level governance in the sense of better funding orchestration.

Indeed there is no urban regeneration or area development without significant investment. Multi-level funding is the way to overcome the often lack of capacity of local governments to tackle big urban regeneration projects on their own, notably if they are small and medium-sized cities. Primary targets are national and regional funding sources related to housing, urban regeneration, cultural heritage, climate change and energy transition.





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