



## **URBAN DESIGN IN THE CITY OF HELSINGBORG: THE CONFLICTING INTERESTS OF MOBILITY AND CULTURAL**

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# URBAN DESIGN IN THE CITY OF HELSINGBORG: THE CONFLICTING INTERESTS OF MOBILITY AND CULTURAL HERITAGE IN A CONTEMPORARY PROJECT

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## ABSTRACT

This article presents a case study in Helsingborg. The case began with a developer competition in 2009 and covered the acceptance of the detail plan in 2013 by politicians on the Board of City Planning Department (Stadsbyggnämnden). The developer competition was organized by the Property Development Administration in the city of Helsingborg (Mark- och exploateringsenheten). When the jury chose a first-prize winner, the City Planning Department (Stadsbyggnadsförvaltningen) was given the task of drawing up a detail plan to implement the winning design proposal. This became a complicated assignment. A cultural heritage building, Ångfärjestation (Steam Ferry Station) from 1898, had to be moved to free up ground for the development. The relation between mobility and heritage values became a key issue in the urban design project.

The County Administrative Board (Länsstyrelsen) has a supervisory role for areas which have been pointed out as important for national cultural heritage, such as the city centre of Helsingborg. If the County Administrative Board finds that the detail plan risks causing significant damage to national interests, it may annul the municipality's decision. This is the fate of the first detail plan in Helsingborg. Part of the dispute concerns the relocation of the Ferry and Train Station, which may be assumed to cause considerable damage. This is a complex of problems. Assessments are founded on both descriptions of national interests and design, as well as on how the cultural heritage value is dealt with in the detail plan.

The overall purpose of the study is to present a case that demonstrates the role that cultural heritage plays in the detail planning process regarding aspects of mobility. More specifically, the paper deals with mobility and values at a specific site in the centre of Helsingborg. The methods for collecting and processing the data in the case study are the close reading of documents found in archives and interviews with key actors. Documentation from the

detail planning procedure was provided by the City Planning Department and the County Administrative Board. This documentation made it possible to identify the key actors and have them complete the interview guide. Viewpoints were thus obtained from eleven key actors who influenced the way development interests were weighed against cultural environment interests.

The case study finishes with conclusions and discussion. Here the negative consequences of development are balanced by weighing them against the value of the cultural environment. Ten summing-up conclusions are made, which describe types of compensation, decisions, roles, power relations, organization, and steering of planning work. The final discussion takes up the preconditions for a systematic reunification of cultural environment experiences in the detail planning processes.

#### KEYWORDS

Cultural environment, compensation, damage, national interests, detail plan

#### INTRODUCTION

This case study describes an urban design project in Helsingborg dealing with mobility of cultural values in the city. It is an informative and pedagogic case from a cultural heritage perspective. Leading politicians in the city wanted to build a hotel and congress centre in the centre of the city in Helsingborg. This area was of national interest for the cultural heritage protected by law. The site was the location of a valuable cultural-historical Steam Ferry Station from 1898. Since the area to be exploited was noted to be of national interest, the authority over land use is shared between the city, through the local planning board, and the state, through the County Administrative Board. In this case, the final approval of a detailed plan will be a governmental decision. The County Administrative Board has the right to reject local detail plans which threaten to considerably damage national interests. The tricky issue is the degree of damage and the nature of cultural heritage losses that can be foreseen.

The city's politicians and officials / civil servants see the urban design project as a difficult and complex planning task marked by contradictory opinions by citizens and experts. Key actors with development interests believe that the Steam Ferry Station could be moved elsewhere in the area. For the developer, the procured architect, and the administrators in Helsingborg, the urban design project includes a relocation of the Steam Ferry Station that could

both preserve existing cultural values and add new qualities to the area. Key actors with cultural heritage interests believe that the value in this case is directly linked to the location of the building. This culturally based value cannot be moved or re-created elsewhere without significant loss, according to consultants and experts in the Culture Administration and the County Administrative Board. The two opposite expert perspectives are clearly manifested in this case study.

Moving houses as a method for preservation of cultural heritage values and saving important buildings is nothing new. On the contrary, it is an old practice that has been used by several Swedish cities for over a hundred years in order to re-create the image of history in environments by saving individual buildings from destruction. Two very well-known examples in Sweden are *Skansen* in Stockholm, from 1891, and *Kulturen* in Lund, established in 1892. Both of these environments have been constructed by moving old houses into new areas as a kind of historicism in urban design. The same methodology is behind the formation of *Old Linköping*, from 1952, and *Wadköping* in Örebro, which was constructed in 1965 by moving old buildings from the surroundings into the new plot.

The relocation of Kiruna in the north of Sweden is a contemporary example. In Kiruna, cultural values, previously pointed out by municipal and governmental organizations, have been removed from buildings in order to minimize the requirement for conservation by relocation. A small selection of buildings with cultural values will be moved to the new city.<sup>1</sup> Researchers have been carrying out several studies on cultural heritage in the planning process for the relocation of Kiruna and Malmberget.<sup>2</sup> However, the demands for moving historically valuable buildings in these studies are not understood as a form of cultural compensation, which is central to this case study in Helsingborg.

## PURPOSE AND QUESTIONS

The overall aim of this article is to highlight the role that cultural heritage played in the city building project up until the detail plan. The specific purpose is to show how professional architects, urban planners, developers, and politicians have understood mobility and values. My intention is to describe, analyze, and discuss three aspects of the value of cultural heritage based on the case study in Helsingborg, a city in the south of Sweden. I will describe and discuss the following aspects of the planning process:

- Cultural heritage values tied to a fixed location versus mobile qualities and values
- Influence, actors, and interests in planning processes
- Identifiable values, influence, and cultural heritage compensation

The first aspect focuses on the cultural environment as a value tied to a specific place and context that is unique. To what extent can the cultural heritage qualities and value be moved and reconstructed at another location? Is the original environment more authentic than the later contribution, which tells us a story about the change?

The second aspect deals with the interests in the planning process and how they are organized to work with the detail plan. Which key actors represent development interests, that is, cultural heritage interests in the planning? How are these interests represented in the planning? Which directive means are used to preserve and safeguard the cultural heritage values?

The third aspect concerns the cultural heritage, values, and damages from detail plans in areas of national interest. Which negative impacts on the cultural heritage are acceptable? How are compensation measures described in the planning material? How are compensation measures dealt with by the key actors in the planning process?

The article treats the experiences from the research project *Steering Tools and Compensation Measures within the Cultural Heritage Domain*, financed by a grant from The National Heritage Board research and development unit. One of the case studies in the research project deals with an urban design project in Helsingborg.<sup>3</sup> This article analyses the empirics in the case based on an analysis model, constructed to fit the conference theme. The article is organized in three parts. The first part is the introduction, which describes the background, aim, method, analysis model, and key actors. This is followed by the description of the case study beginning in 2006, with the location followed in 2009 by a developer competition. The case study continues until 2013, when the second detail plan was accepted. The article ends with conclusions and discussions about the role cultural heritage plays in the urban design project. Using the theoretical analysis model, three comprehensive views are formulated about the key actors' opinions regarding cultural heritage, influence, and cultural heritage compensation. The results are based on the urban design project in Helsingborg – but the conclusions are not limited

to this specific case. Rather, they are generally applicable to planning in sites with valuable cultural heritage.

## THEORY AND METHOD

This study investigates a controversial urban design project in the city of Helsingborg. This choice of case was mainly motivated by its ability to clarify how experts in planning processes deal with cultural values. It is a strategically motivated selection. The case study provides data on the issue of whether cultural values are mobile or should be understood as qualities fixed at plot. Planning for exploitation of land and designing projects in cultural heritage areas generate value-based judgement, provoke experiences and fundamental quality issues, which for researchers in the humanities corresponds to reality and experiment in natural science.

The relocation of buildings with cultural value is connected to issues such as destruction and loss, restoring, reconstruction, and discussions on adding qualities in a new context.<sup>4</sup> I would like to include compensation measures as a way of restoring values in this discussion. The very existence of value is a precondition for compensation. Furthermore: without value, it is not possible to find an overall best solution in architectural and urban design when exploitation counterposes value in cultural heritage.<sup>5</sup> Design solutions are always good or bad, better or worse, from a certain perspective – clients' objectives, expert points of view, or else seen from the horizon of politicians and local citizens. Different kind of values are embedded in cultural heritage as mobile or fixed at the site, both as a research subject and as a controversial professional practice.

Learning by cases is central to the production of both professional knowledge and research-based findings in architecture and urban design. I have been inspired by Håkan Törnebohm and his scientific approach to case studies as a research strategy in this article for this reason.<sup>6</sup> Case studies are noted for their similarity to praxis.<sup>7</sup> Research findings can be put into practice. Knowledge acquired through case studies may be reused by consultants and civil servants in administrating new assignments as principles, rules for action, and as patterns for how planning problems can be solved. Bent Flyvbjerg has defended case studies as a method and research strategy in a very articulate way.<sup>8</sup> According to Flyvberg, case studies are useful both for developing and securing new knowledge – not only for generating theories and testing scientific hypotheses.

## DATA COLLECTION

Data in this case study have been collected from three sources: 1) studying archives, 2) close reading of documents, 3) interviews with key actors. Important words and significant sentences were noted and interpreted by close reading. To access these documents, the archives (diaries) were examined on site at the City Planning Department in Helsingborg and the department for cultural heritage and social planning at the County Administrative Board in Skåne.

The municipal archives comprised many more documents than the archives of the County Administrative Board. The City Planning Department's archives contained decisions, programs, exhibition documents, consultant reports, detail plans, and reports on implementation. The County Administrative Board's archives, in turn, included documents related to their role as the body to which the proposal is submitted with the power to reject the detail plan in areas of national interest if there is a probable risk of substantial damage.

The interviews of key actors were made based on a questionnaire. In total, thirteen persons were identified as important informants for the urban design project. Of those, nine answered the questions in the survey. Additional telephone interviews with two other persons were made. The replies from eleven of the thirteen informants, together with the documents from the archives, give a very good picture of how the cultural environment was dealt with in the planning process.

## KEY ACTORS

There are five typical key actors in the urban design project in Helsingborg, who to varying degrees steered the conditions for the cultural environment during the planning and development of the detail plan:

- *Politicians:* Elected members who decide on planning projects and the direction of the municipality's plan work.
- *Administrators:* The City Planning Department is responsible for the design plan and drawing up documents for consultation/decisions. The administrators may assign tasks to consultants. The Property Development Administration regulates the building rights and developing contracts. The detail plan proposals are submitted to the Cultural Administration in the city for evaluation when they concern cultural heritage.

- *Developers:* Real-estate firms and building companies who wish to develop the land with new buildings.
- *Consultants:* Architect firms are assigned to design new buildings. Moreover, consultants are engaged to investigate the environmental and cultural heritage impact. The museum is given the task to prepare for an eventual listing of the Steam Ferry Station.
- *County Administrative Board:* The Department for Cultural Heritage and Social Planning at the County Administrative Board analyses the plan documents and evaluates the consequences for the cultural heritage and impact on areas of national interest.

There are citizens in the background. They try to influence the planning indirectly through politicians and directly by taking part in meetings, demonstrations, petitions, and appeals. However, the main focus is on the professionals and their involvement in the project, not on the citizens.

## ANALYSIS MODEL

To analyze the role of cultural heritage in the city planning project, a model has been constructed using crossing axes: the horizontal axis represents the basic *interest* in planning and the vertical axis shows the attitude towards the *value* of cultural heritage.

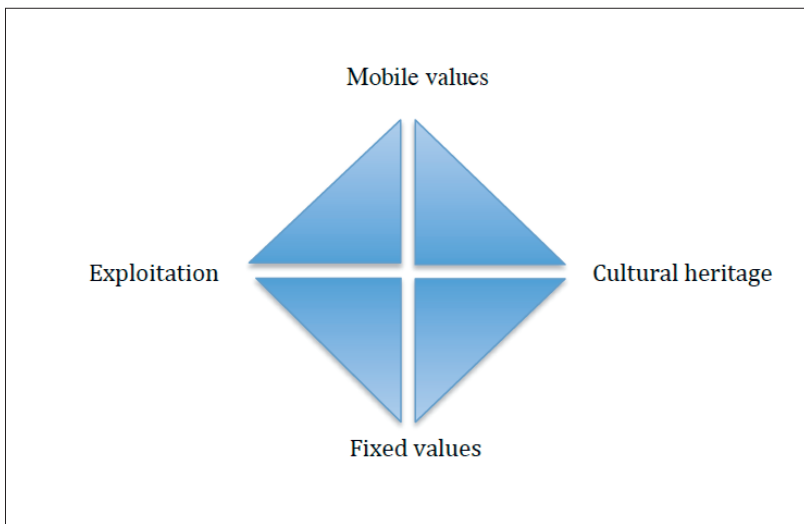


Figure 1. Cultural values and interests in urban design projects

The horizontal axis is two-sided. On the one side, there is the exploitation interest with key actors driven by changing the use of the land for new purposes. Their goal is to carry out the urban design project. On the other side, there is the cultural heritage interest represented by key actors who see the preservation and administration of cultural heritage as their responsibility. Their aim in participating in the planning is to protect the values of the cultural heritage.

The vertical axis in the model describes two different cultural heritage values. On the one side is the idea of value as divisible and with mobile qualities. According to this idea, cultural heritage values to a varying degree can be moved, changed, copied, and reconstructed at another location by compensation measures. Values are made mobile. Thus the values lost through exploitation can be reconstructed in a new spatial context without diminishing the quality of the cultural heritage. The other side of the axis is represented by the idea that cultural heritage is an entirety, totally unique for each location. Values take place in a specific way. There is a story to be told about values at a plot. Here, the cultural heritage value is dependent upon the context. It is understood and experienced as a whole. This kind of heritage value demands authenticity, truth, history, and cannot be separated into parts or moved from the location without causing irreparable damage, which can only be partially repaired by compensation.

## CASE STUDY

The case study begins in 2006 when the City of Helsingborg ordered an investigation to determine the best location for a congress and hotel compound. A location in the city near the cultural centre with good public transportation was suggested. This site was the location of the Steam Ferry Station from 1898; it was of cultural heritage value and already in the city's preservation program and pointed out as a building of national interest. A design process developed with strong political and commercial exploitation interests that came into conflict with cultural heritage interests, represented by citizens, politicians, and the body organizations that want to preserve cultural values in the city of Helsingborg.

The Municipal Council decided that the design should aim at restoring the Steam Ferry Station to its original condition. The building was designed by the architect Folke Zettervall and commissioned by the Swedish State Railways and promoters.<sup>9</sup> In spite of the fact that the station was planned to be a

temporary building for ferry and train traffic, the architecture was diligently and lavishly designed. Already in 1902, an extension was planned for customs inspection. In 1920, the ceiling was raised to accommodate telegraph services. In 1970, a restaurant wing was added. In 1993, a rock club moved into the premises as the other activities had ceased. This alteration became a part of the architecture.

## DEVELOPER COMPETITION

In March 2009, the City of Helsingborg organized a developer competition. This was a competition by invitation starting with prequalification of interested candidates. The municipality intended to let three to six teams composed of developer and architect firms participate in the competition. The competition task included a congress and hotel complex, offices, and housing with activity premises on the ground floor. The aim was to find both an architecturally attractive solution and a developer for long-term administration, including a hotel operator. The invited team was to be awarded 350,000 SEK for an approved proposal. The winner of the competition would have the sole right to negotiate with the municipality on the conditions for implementing the urban design project.<sup>10</sup>

The site of the developer competition is a large area of land in the centre of the city. There are two factors of national interest in the area: the port and the cultural heritage. The Steam Ferry Station is part of the national interest in terms of cultural heritage. According to the invitation, an evaluation of the future of the station building was included in the competition task. The building may be moved within the competition area.

The City of Helsingborg has international ambitions and marketed the competition at the Building Conference in Cannes. The competition was also advertised in Europe in the *Official Journal of the European Union*. To be considered for the competition, the design teams had to meet the following must-have requirements:

- Description of the consortium or firm, including contact information and the responsible representative
- The financier/investor/backer and promoter
- Architect, landscape architect, as well as other consultants and collaborators with their contact information and responsible representative
- Congress and hotel operators

- Presentation of reference projects of similar nature; extent, accomplishment, and time, preferably with external references.
- Description of particular competence or expertise, which should eventually be considered to develop and implement the congress and hotel project
- Short presentation of the environmental policy and management system/organization used in the project
- Original signature of the authorized signatory

According to the invitation, the selection of teams for the competition would be based on the following criteria:

- Fulfilment of the formal requirements outlined in the invitation
- Economic and organizational capacities of the firms/consortiums, congress and hotel entrepreneurs, and other collaborators
- Overall relevant competence of firm/consortium, with particular attention paid to level of knowledge regarding architecture, landscape architecture, and urban design
- Ability and competence for planning, financing, implementation, and for owning and administering projects of similar content and size
- Experience and references for firms/consortiums, congress and hotel entrepreneurs, other collaborators, architects, consultants, and experts

In total, ten design teams submitted applications. The municipality's project group decided upon the following five teams to participate in the competition:

- Foster + Partners Ltd (English team)
- HSB Nordvästra Skåne & Veidekke Fastighetsutveckling (Swedish team)
- Wihlborgs, JM & PEAB (Swedish team)
- Midroc Property Development + Schmidt/Hammer/Lasse (Swedish/Danish team)
- Briggen AB (Swedish team)

In May 2009, the competition brief was presented to the design teams. Four tasks were specified: 1) Congress compound with space for 1,000–1,400 seats, 2) Hotel with a capacity of 200–250 rooms, 3) Shops, exhibition area, café, restaurant, and leisure activities adjoining the congress and hotel compound, 4) Housing with premises on the ground floor. The brief included

a series of goal phrases, such as high architectural quality, attractive areas, variation, diversity, and durable solutions. One issue in the competition brief was the Steam Ferry Station. The future of the building was described in the competition as follows:

The building will be part of the total concept of the competition proposal. The competitors must decide if the station house should remain at its present location – with or without annexes and platforms – or if it should be moved to a different location in the competition area. A conclusive evaluation must be made about the building's authenticity being dependent upon its preservation at the original site or if the historical heritage remains intact regardless of a change in location. The applicant is at liberty to suggest uses for the building.<sup>11</sup>

The competition jury was made up of thirteen persons: five leading politicians and seven officials in prominent positions. In addition, an independent architect from Stockholm was included. According to the competition program, the jury's decision should be based on the following six criteria:

- An urban structural hold on the location and buildings
- Architectonic design and character
- Functionality – content, utilization, and coordination between congress and hotel operations
- Concept for procedures concerning organization, visions, arrangements, and operation of hotel and congress activities
- Prerequisites for implementation process, ownership, and administration
- Price per square meter building area and volume (leasehold fee with 4 per cent interest)

In January 2010, the jury publicly announced the winner. The officials examined the proposal nine times. A unanimous jury awarded the first prize to Midroc Property Development and their partner, the Danish architect bureau Schmidt/Hammer/Lassen. The proposal was named Salt Crystals (SALTKRISTALLERNA) and the jury substantiated their decision as follows:

The proposer behind Salt Crystals has in a convincing way presented a proposal that was well thought through, with realistic, dynamic architecture and a well-balanced urban spatial connection. The urban structural



Figure 2. Winning design in the developer competition by Midroc Property Development. Architect: Schmidt/Hammer/Lassen. Source: City of Helsingborg

concept is attractive as the new building fits well into the existing city grid. The design of the thoroughfares and spaces creates good preconditions for inviting walks, green areas and attractive places available to all. The architecture is independent and original. The design of the proposal provides a balanced project which complements the city with a landmark. The congress compound and hotel have a functional and attractive overall solution from both a financial and sustainable perspective.<sup>12</sup>

In short, the jury found that the new location for the Steam Ferry Station in the winning suggestion is convincing and in a positive way enhances how the park in the city centre is experienced. Focus lies on the new building. The jury wanted to modify the architectural solution in the proposal on three counts: 1) The hotel's southern façade should be reworked to give a lighter impression, 2) The design of the public area should be developed in close cooperation with the city, 3) The northern part of the residential area should be further studied considering the passageways and sight lines along the quay. With these recommendations, the jury submitted their decision to the politicians to continue the process for the urban design project.

#### DETAIL PLAN PROGRAM

In February 2010, the Municipal Council in Helsingborg decided to proceed with the winning proposal from the developer competition. Four months later, the City Planning Department presented a suggestion for a detail plan program which entailed moving the Steam Ferry Station to free up land for the new congress and hotel compound. The winning design was described as a landmark, a symbolic building with sculptural façades. The new meeting

of city and water was looked upon with approval by the City Planning Department.

The cultural heritage played a secondary role in the competition brief. However, the area was noted since 1997 to be of national interest as cultural heritage due to its historical value. This designation was motivated as follows:

Port and industrial city with shipping, strategically located at the most narrow area of Öresund and with lineage dating back to the early Middle Ages. The city reflects many developments from the early medieval high town around the royal castle/fort, the expanding small town during high Middle Ages, the fortification town of the 1600s, to the late 1800s and 1900s expansive port and industrial town. The later 1800s and the early 1900s town development with the compact area of stone buildings, boulevard, spaces, parks and public buildings. The successive development after 1800s of the port and railroad with auxiliary buildings demonstrates the functioning as an important port and railroad town. Affluent villa areas, workers' areas, industries and other workplaces reveal the town's social and functional stratification.<sup>13</sup>

The proposal for the detail plan program has a chapter which describes the consequences for the cultural heritage. Relocation of the Steam Ferry Station is now presented as preserving the cultural heritage. The building will be restored to its original state at a new site by demolishing expansions and rebuilding it. The area has already lost several cultural historical values through the removal of the train tracks and by tearing down buildings in the port. This is why relocation should be an acceptable influence on the cultural heritage value. The building was even designated as being of special value by the municipality's preservation program in 2002. However, according to the City Planning Department, the preservation program is only a suggestive reference in planning – not a compulsory steering document. At the same time, it was noted that a cultural heritage problematic existed in the area and had to be further investigated. The County Administration could reject the detailed plan. This is a risk that has to be taken into account.

## CONSULTATION

In June 2010, the City Planning Department issued a report from the consultants. The suggestions had been criticized by residents, citizens, and representatives from the body of administrators. Some were positive towards the proposal for a new building, but “many expressed their negative opinion

based on the influence the change would have on the city image/profile”,<sup>14</sup> Two critical key actors were the County Administrative Board and the City Culture Administration. The County Administration Board feared that the planning program would considerably harm the area’s national interest. The objections concerned both the pulling down of the Steam Ferry Station’s annexes and its removal to a fictitious place. The Cultural Administration expressed similar criticism. The city antiquarian considered it to be particularly urgent to preserve the building at its original location because of earlier demolitions in the city. The Steam Ferry Station’s architecture is typical for the period and the extensions mediate information about the activities there. To support the idea of preservation, reference was made to the area as being of national interest for the cultural heritage, the municipal preservation program, and the demands in the planning and building law.

The City Planning Department hoped that the antagonism between the development interests and the cultural heritage interests would be bridged. The promised inquiry about the cultural heritage value at the site was seen as an opening step:

The City Planning Department esteems that, based on the total picture, the proposed building in the area follows the actual building structure and in a good way links together neighbourhoods from the 1800s and 1900s with the northern port’s modern slab block ... The work with cultural heritage during the consultations will shed light on the question of the Steam Ferry Station location and preservation as well as its relation to national interests for cultural heritage in Helsingborg’s city centre. An environmental impact description (MKB) will be drawn up where the relation to national interests as well as the position in the preservation program is clarified. The question of the symbolic value of Salt Crystals should be put in relationship to the city’s needs and the direction the city has chosen ... The cultural heritage interests should be seen in relation to town building and take into consideration the structure and intentions from the big picture where representative democracy is expressed ... The final design of the development has not yet been decided upon, but in the consultation phase the City Planning Department will examine more closely the building/structure height and amplitude and at that time look further into the opinions that have arisen.<sup>15</sup>

## CULTURAL HERITAGE INQUIRY

The municipality hired SWECO, a large consulting firm in Sweden, to make an in-depth cultural heritage analysis, as part of the environmental impact study (MKB).<sup>16</sup> SWECO concluded in their study that the exploitation would have a considerable negative impact on the cultural heritage.<sup>17</sup> SWECO advised against moving the Steam Ferry Station location. The building represents a national cultural heritage worth protecting, a historic link which together with the quays/platforms relates to Helsingborg as a important port and railroad city. Demolishing the annexes was also discouraged since they make the built environment understandable and portray the station's development. The annexes generate historical comprehension. What is more, the architecture of the winning competition proposal was criticized because the building's volume, scale, and expression diverged from the urban cityscape.

SWECO's cultural heritage analysis required adjusting the urban design project to the cultural heritage values in the detailed plan for the area. The analysis concluded with the consultants proposing the following measures for action:

- Information sign/exhibition about the development of the station and port should be made
- The national interest in cultural heritage should be evaluated and updated according to the changes which have occurred since the area was designated as such
- Strengthening of the Steam Ferry Station's protection in the detail plan
- A proposal to investigate if the Steam Ferry Station should be designated as a cultural heritage building
- Make goal-oriented efforts to clarify the historical value of the structure on site

ArkeoDok, a smaller company in the culture sector, was given the assignment to test how changes in the area influence the cultural heritage as these values were reported to be in the national interest of the area. ArkeoDok satisfied the client's interests and defended the municipality's direction for the detail plan. By way of alteration it is noted that the physical environment in the city covers a long period of time from the 1300s to the 1900s. From a historical perspective the changes would be typical for the town, and the site has no other cultural-historical trace left from the "railway and ferry but the Steam Ferry Station and the adjoining two platform roofs, which today

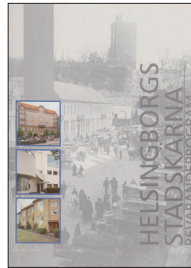


Figure 3. The 2002 conservation program in Helsingborg, front page

Figure 4. The report on designating the Steam Ferry Station as a cultural heritage building, front page

Figure 5. Steam Ferry Station in Helsingborg. Source: Internet

function as a roof over a carpark<sup>18</sup>. The conclusion from ArkeoDok was that the value of the area as a national interest for cultural heritage would be undermined. Therefore, a relocation of the Steam Ferry Station should be permitted. Also, the restoration to its original state by demolishing extensions and reconstructing the buildings was seen by ArkeoDok as an acceptable influence on the cultural heritage. No mention was made of cultural heritage compensation in this study.

#### LISTED BUILDING

At the same time as the work with a detail plan was going on, there was an alternative rescue plan to apply for protection by designating the Steam Ferry Station as a cultural heritage building. Has the station the quality to become a listed building? The County Administrative Board appointed the Regional Museum in Kristianstad to make a study for classification as a listed building in cooperation with the County Antiquarian in Skåne. The study concluded that the Steam Ferry Station has a high cultural heritage value and a unique history that makes it “really remarkable from a cultural-historical perspective”.<sup>19</sup> Within the County Administrative Board there were divided opinions about the cultural heritage value. The County Deputy Director General rejected the application for protection as a listed building. The Cultural Heritage Director and the County Antiquarian at the county cultural heritage unit filed divergent opinions with the following motivation:

The Steam Ferry Station more than well fulfils the criteria for being a listed building. The building is exceptionally remarkable because of its cultural heritage value. The Steam Ferry Station is unique from a national

point of view and has a very high cultural heritage value ... The building is linked to great community and social historical values. In spite of the fact that the Steam Ferry Station was no longer used as a station from 1991, the complex with its two platforms is easily understood in its historical context. Changes have occurred in its exterior with respect to the building's character. For example the lantern is now built in and preserved and possible to restore ... In addition, a considerable amount of older decorations are preserved.<sup>20</sup>

### DECISION, INTERVENTION, AND NEW START

The key actors representing the cultural heritage interests were not able to influence the detail plan. The relocation of the Steam Ferry Station remained. The City Planning Department had continued to prioritize the planned exploitation rather than alternative localities for the congress and hotel complex. The City Planning Department maintained that the proposal was drawn up in conjunction with the developer behind the winning proposal in the competition, Midroc Property Development, and the Danish architect firm which designed the new buildings at the site.

In May 2011, a divided Municipal Council approved the detail plan. The County Administrative Board annulled the detail plan referring to the considerable damage it would cause to the cultural heritage.<sup>21</sup> The municipality appealed the County Administration's decision to the government. It seemed like this would be a long, drawn-out process with an unpredictable outcome. Eight months later, the municipality interrupted the legal process, giving the City Planning Department the task to resume the planning. The basic idea for the urban design project remained, but, at the suggestion of the municipality, Midroc Property Development ended their cooperation with the Danish architecture office. The urban design project would instead be reintroduced in a parallel commission with three new architect firms from Sweden: JAIS arkitektkontor, Wingårdhs arkitektkontor, and Sandell/Sandberg arkitekter. Two of them are well-known firms in Sweden with good reputations. An evaluation of the proposals resulted in JAIS arkitektkontor working further on the congress and hotel complex. Wingårdhs arkitektkontor will design the housing complex in the area. Sandell/Sandberg were not given any assignment.

## THE SECOND PROGRAM FOR A DETAIL PLAN

In December 2012, the municipality approved the second program for the detail plan. Even if it was based on the earlier detail plan, there were a few important differences in the design of the urban design project. This time guidelines were somewhat better adapted to the cultural values of the area. The municipality hired the architect firm Brunnberg & Forshed to prepare a city and cultural environmental analysis of the new building by JAIS arkitektkontor and Wingårdhs arkitektkontor. The City Planning Department described the impact on the cultural heritage as follows in the revised detail plan:

The proposed building is derived from the building structure that formed the city centre and its relationship to the earlier port activities ... the present plan suggestion does not pose any significant damage to the national interests, instead reinforcing the national interest by recreating a lost building in the Steam Ferry block ... Moving the original part of the building body and placing it adjacent to the customs house and dock results in positive effects significant for national interests in cultural heritage. The Steam Ferry Station would have a more prominent location in relation to the surrounding stone house which is much higher ... linking the ferry traffic and Sweden's first railway connection abroad (strengthens).<sup>22</sup>

## CONSULTATION AND REFERRAL

The consultation meeting for the second program attracted 300 participants. The City Planning Department report showed that many citizens were still responding negatively to the plans. In the report, personnel from the department referred to the fact that the assignment came from politicians and "maintained that the proposed building offers prerequisites for quality urban space".<sup>23</sup>

According to the County Administrative Board, the program needed to be completed with a statement concerning the impact on national interests. The planned relocation of the Steam Ferry Station 70 meters away was again criticized by the County Administrative Board. The Culture Administration in the city felt that the proposed building was more suitable for the cityscape. There were still disagreements about the location of the Steam Ferry Station. On this point the opinion of the Culture Administration was in agreement with that of the report from the County Administrative Board on the revised



Figure 6. New building for congress and hotel complex by JAIS arkitektkontor (architect firm). Source: City of Helsingborg

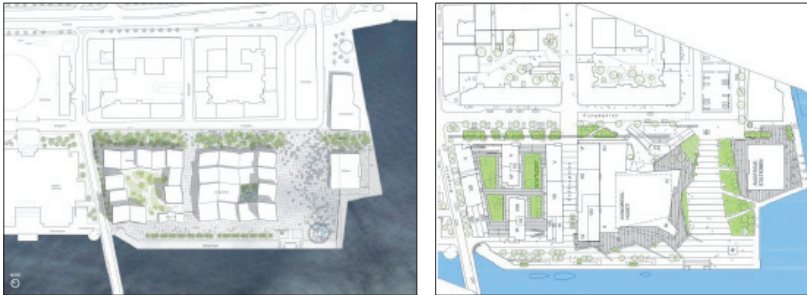


Figure 7a and 7b. From left; First and second detail plan for the urban design project. Source: City of Helsingborg

detail plan. Instead of moving and tearing down the annex buildings, the Culture Administration wanted the detail plan complemented with a protection clause enabling the building to be preserved at its original location.

### The Second Cultural Heritage Inquiry

In May 2013, a new cultural heritage inquiry was presented. Two new consultant firms were asked by the City Planning Department to assess the impact of the detail plans on the area; Ramböll and Acanthus. Ramböll is a large consulting firm with international assignments. Acanthus is a small consulting firm in the cultural sector. The summary conclusion reached this

time was that the detail plan “would result in a certain degree of damage to the national interest”.<sup>24</sup> But the damage was not judged to be very substantial.

Thus the obstacles to carrying out the detail plan were reduced. The consultants’ arguments were as follows:

The suggested plan entails a relocation of the Steam Ferry Station ... part of the Steam Ferry Station’s cultural heritage value will be negatively influenced by tearing down the various annexes. The building’s present design is the consequence of changing needs over the years and an important part of the building’s authenticity and cultural heritage value ... The consequence of the plan suggestion is that the understanding of the Steam Ferry Station as a vehicle of the site’s history will be limited ... A relocation and demolition of some parts will negatively influence the national interest ... the damage cannot however be deemed significant.<sup>25</sup>

To limit the effects of the urban design project on the area’s cultural heritage, the consultants recommended the following measures:

- Draw up information material connecting the station’s future with the original location and platform roof which stresses the location’s historical ties
- Design the station’s new location using groundwork and furnishings that underline the connection of the platform roof with the original location
- Signs and information material at Harbour Square and inside the building at the new location would add to the understanding of the station’s original location and purpose

## FROM CONSULTATION TO DECISION

The City Planning Department presented the new detail plan after a divided County Administrative Board refrained from giving the Steam Ferry Station listed status. Thus another deterrent to the planned development disappeared. The County Administrative Board’s decision not to list the building was now used as an argument since “the relocation would not significantly reduce the building’s cultural heritage relevance”.<sup>26</sup> According to the detail plan, the municipality intended to sell the land for housing to Midroc Property Development. The land for the congress and hotel complex, however, would be leased out. The municipality would sell the Steam Ferry Station to Midroc Property Development, who in turn would assume the costs for the

relocation and rebuilding of the new dock/mooring. The land would then be leased.

In August 2013, a divided County Administrative Board accepted the new detail plan. The Cultural Heritage Department within the County Administrative Board had another opinion about the plan. The Director of the Cultural Heritage Department and the Antiquarian Administrator presented divergent meanings with the following explanation:

The Steam Ferry Station and surrounding environment and platform roof play an important role in Helsingborg's port and railway history. The national history interest description for Helsingborg states: "since the 1800s successive expansion of the port and railroad with ancillary buildings reflects its role as an important port and railway city". As the Steam Ferry Station with platform roof is the last preserved part of the railway and port activities which existed and developed during the late 1800s and early 1900s, the considerable damage that a demolition and relocation would represent for that area cannot be ignored.<sup>27</sup>

The city's Cultural Department was still against moving the Steam Ferry Station. Politicians in the Culture Department were not as critical as the officials and considered the new revised proposal feasible. The opposition to the detail plan on the part of the city's citizens had not diminished in intensity. There were both demonstrations and petitions for a public vote to try to stop the demolition of the Steam Ferry Station.

In November 2013, politicians approved the new detail plan. The plan description portrayed the Steam Ferry Station as a valuable building at its new



Figure 8. Poster from the demonstration in support of saving the Steam Ferry Station. Source: Internet

position on the dock. Protection against vandalism of the building had been introduced in the regulation. The building's original facade and colour would be preserved. The restoration and relocation of the Steam Ferry Station was no longer looked upon as a detriment, but rather as having "several positive effects of importance to the national cultural heritage".<sup>28</sup> According to the City Planning Department, qualities had been added to the site. The new location had given the building a more prominent place in the city, which clarifies the site's cultural historical relation to the ferry and the city's first railroad.

## CONCLUSION AND DISCUSSION

There are two very different descriptions of the detail plan from 2013. The City Planning Department focused on the positive effects of the development on the cultural heritage and downplayed the negative consequences. That point of view was the opposite of that expressed by the City's Cultural Department and the County Administrative Board's department for cultural heritage and urban design. In conclusion, I wish to present a summary from the research questions used in the three case studies about the role of the cultural heritage in the urban design project. The first conclusion is that the attitude towards cultural heritage values being either mobile or fixed qualities at the site typically follows the interests of the key actors, their professional backgrounds, and their position in the planning process. The second conclusion is that the exploitation interest sets the agenda in the urban design project with one exception. Behind the development lie the strong resources of political and commercial interests. A third conclusion is that the urban design project includes cultural heritage compensation, measures that intend to reduce the damage to the cultural heritage in the area, even if the word compensation never occurs in the planning material, statement, or decision about the detail plan.

There are two dimensions in the model about interest and value in planning which are extra prominent in the case study (see Figure 1):

*Dimension 1: Mobile values – Exploitation.* This dimension combines the development of the area with the idea of mobile cultural heritage values. These interests are represented by the key actors who wish to use the land for the urban design project and therefore claim that the Steam Ferry Station could be moved without damaging the national interest of cultural heritage in the area. An equivalent type of cultural heritage value can be recreated by a new-built quay in the port.

*Dimension 2: Fixed values – Cultural heritage.* This dimension links preservation of the cultural heritage to the idea of the value belonging to a specific place and its context. The quality is fixed to a place and experienced as a whole. Since the cultural heritage value stems from the historical process at a specific location, this quality has a unique character; thus the Steam Ferry Station cannot be moved from its context without considerably harming the national interest of the cultural heritage.

For this reason, the detail plan has a too negative impact on the historical values of the site. The result is two incompatible positions with regard to the Steam Ferry Station in the urban design project, in spite of the fact that both dimensions contain key actors who, on a rhetorical level, maintain that the cultural heritage plays an important role in the planning.

The exploitation interests in the case study are represented by key actors who believe that the Steam Ferry Station can be moved and reconstructed. Quality can be added to a new location. The reconstructed station building is ascribed an experience value which overrides the demand for historical accuracy. This attitude is shared by leading politicians in the city, head officials, promoters, architects, and consultants hired to support the realization of the urban design project. One of the consultants engaged to evaluate the influence on the cultural heritage advised against the planned development. This firm was later replaced. Other consultants described the relocation and reconstruction of the Steam Ferry Station as acceptable with view to the alterations in the national interest in the area.

The other clear interest is represented by key actors who are opposed to moving the Steam Ferry Station, including the demolition of the annexes. The cultural heritage value and the demand for scientific truth are given priority before the visitors' experience of a relocated building based on a visual image *in situ*. The expansions are part of the history on the spot and are therefore considered important for understanding the function of the Steam Ferry Station over the years. Relocation along with demolition leads to irreparable damage to the cultural heritage and creates a fake cityscape in the port. This cultural heritage interest is conveyed by the city antiquarian from the Cultural Administration, municipal politicians from the opposition, one of the consultants, officials from the County Administration's cultural heritage unit, and the antiquarian at the regional museum who was hired to make a report

on the designation of the Steam Ferry Station as a cultural heritage building. Consultants have a flexible position in the urban design project and can act as a representative for exploitation interests as well as cultural heritage interests in the plan project.

The influence of the key actors in the detail planning is shown as both the focal point and the periphery. That is a second general conclusion in the case study. In the centre is a project organization with officials from the municipal planning department and representatives for the promoters who have the task of making the land available for exploitation. They set the agenda and push on. At the heart of the urban design project is strong, organized, resourceful exploitation interest that develops new buildings, produces proposals for detail plans, and orders studies from consultants. The cultural heritage interest is on the periphery as adviser that should react on the proposals from the centre. The Cultural Heritage Department in the City of Helsingborg was one of the consulting bodies that could not prevent the moving of the Steam Ferry Station by referring to legislature and the city's preservation program. It didn't help that the preservation program was adopted by municipal deputies at a high level. But since the cultural heritage is of national interest, the County Administrative Board is not just a consultant who gives their viewpoint on proposals but an authority outside the city on the periphery with the power to repeal detail plans approved by the municipality if they risk causing substantial damage to areas with national interests. That is an effective steering tool which, once used in this case, led to the municipality being forced to revise the detail plan and take cultural heritage into greater consideration. Then they pulled back. A divided County Administrative Board chose to accept the second detail plan even though it included the relocation of the Steam Ferry Station in the same way as the proposal they rejected earlier.

It was not only among the key actors in the centre that there was an internal disagreement over the cultural heritage in the urban design project. Within the County Administrative Board there were divergent opinions about the degree of damage to the national interests. This became apparent in the approach both to the detail plan and the investigation for listing the Ferry Station as a cultural heritage building.

The third conclusion concerns compensation measures. The urban design project includes proposals from consultants and officials who aim to repair

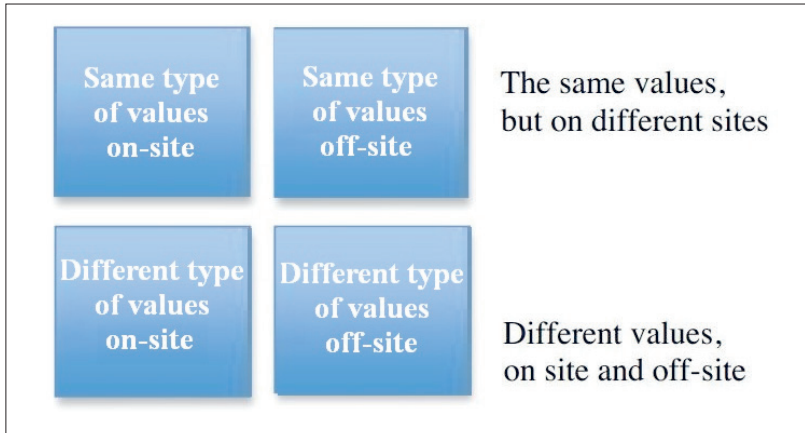


Figure 9. Compensation measures (Benjamin Grahn, Rönn and Swedberg, 2014)

the damage caused by development in the area. Cultural heritage compensation in this case turns out to be both a suggestion for measures in the planning material and regulations in the detail plan. In the research project *Steering Tools and Compensation Measures within the Cultural Heritage Domain*, a model was constructed to support the analyses of compensation measures. The model includes four typical principles for compensation:

I will use the model as a tool for analyzing cultural compensation in the urban design project and present findings in the case study.<sup>29</sup> The following compensation measures, based on the model, is a starting point for the discussion:

- Same value–same place: restoration of a similar type of cultural heritage value at the site of the damage
- Same value–different place: restoration of similar type of cultural heritage value at another site
- Other value–same place: restoration of different type of cultural heritage value at the site of damage
- Other value–other place: restoration of different type of cultural heritage value in a different area or other approach

Using this model, several different measures to compensate the negative influence of the development on the cultural heritage can be identified in the urban design project in Helsingborg. I have found three examples of cultural compensation connected to the Steam Ferry Station as an object in the planning process:

- *Compensation measure:* restoration of the Steam Ferry Station by demolition of annexes and moving the building to a newly constructed quay in the port
- *Type of compensation:* replication of equivalent cultural value, perceived as the original, at another location in the area
- *Compensation measure:* connecting the relocated Steam Ferry Station with the remaining platform roof using new surface material / paving material and furnishing the public space.
- *Type of compensation:* a new cultural heritage value is created at the location of the damage
- *Compensation measure:* putting up signs with information about the cultural heritage of the port and relocated Steam Ferry Station to spread knowledge about the original role of the building
- *Type of compensation:* another cultural heritage value at the same location as the damage and at a new position in the area

Cultural heritage compensation has been discussed in four workshops in the research project.<sup>30</sup> One of the workshops dealt with compensation in Helsingborg, both as a concept and as a professional practice in detail planning. The restoration and relocation of the Steam Ferry Station is a controversial compensatory measure, particularly among the key actors who see themselves as representatives for cultural heritage interests. The interpretation of the discussions during the workshop was that the concept compensation and the measures were explained by its context.<sup>31</sup> Several different measures may appear as compensation for this reason. The purpose determines whether they are compensation or not. Based on the case, Andersson notes that cultural heritage compensation can range from financial transactions (costs for consultation fees and costs for measures) to the restoration of the cultural heritage value through design, information, and regulations in the detail plan pertaining to land use and architecture.

One experience from two other workshops was that cultural heritage compensation is seen as an inconvenient concept.<sup>32</sup> Some workshop participants

from cultural heritage institutions saw the risks of thinking in terms of compensation. Putting a price on cultural heritage would allow promoters to buy their way out of demands for preserving cultural values. Antiquarians view cultural heritage compensation by reconstructing another type of value at another location as problematic. According to this point of view, there is a risk that the cultural environment may become an object with limitations that could be compensated for instead of remaining a quality entity. Maria Håkonsson's solution for conflicts of interest in the detail plan was to transfer the discussion of compensation to the comprehensive plan. I am not convinced that a solution can be found in the planning system without a fundamental change to rules, knowledge, and participants.

All workshops in the research project were critical to the proposed compensation measures from consultants in the case studies.<sup>33</sup> Many workshop participants wanted a clearer connection between loss of cultural heritage value, damage, and compensation measures. But there was no straightforward connection in the case studies in the research project between identified cultural heritage value in the inquiry, negative impact by exploitation, location, and suggestion for compensation measures. The cultural heritage compensation appears rather to be a creative process, a searching for good actions implemented by persuasion and negotiation rather than reference to specific rules in laws. Compensation measures in practice have a free connection to the loss of value on the site. For this reason, cultural heritage compensation appears essentially to be a controversial measure in the planning process, and this is appropriately conveyed in the Helsingborg case.

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