

**THE EFFECTIVENESS OF  
REGENERATION POLICY IN HISTORIC URBAN  
QUARTERS IN ENGLAND (1997- 2010)**

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## ABSTRACT

UK cities have been transformed over the past thirty years as they have had to adapt from a declining manufacturing industrial base to a service sector led economy. To achieve these changes many cities have undergone urban regeneration policies that have resulted in significant changes to their physical structure and that have in turn affected the social, economic and environmental dynamics of the built environment. One critical dimension of this regeneration of urban areas has been balance between new development and the conservation of historic buildings and townscape. This thesis will therefore consider the application of regeneration policies to historic urban quarters and analyse their effectiveness.

The aim of the research is to evaluate the effectiveness of regeneration policies, particularly those applied to urban historic quarters in England since 1997. First of all, this thesis will identify the criteria for positive urban regeneration developed from a thorough literature review of urban regeneration practice. The research will also examine the effectiveness and success of policies and evaluate the influencing factors. Then, these criteria and factors will be examined through two mixed-use regeneration case studies of historic urban quarters in England: the Lace Market in Nottingham and the Jewellery Quarter in Birmingham. The thesis will evaluate the regeneration outcomes (physical, economic and social) and the effectiveness of urban policies applied in these two cases will be analysed.

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# CHAPTER 1: AN INTRODUCTION TO HISTORIC URBAN QUARTERS

## 1.1 Background

Tiesdell et al. (1996) noted that the importance of historic urban quarters in the UK, Europe and the US had attracted increasing attention from the general public through to practitioners, developers and policy makers since the late 1960s. As a result, there has been a significant re-evaluation of their character, architectural and townscape merits, potential as investment opportunities, role in a positive city image, etc. As such, there have been many attempts to integrate these historic characters with the needs and demands of the contemporary city. The requirement for and potential of the revitalization of these historic urban quarters are now commonly promoted at a global level.

### 1.1.1 Definition of Historic Urban Quarters

Historic urban quarters can be variously defined; however, the definition of the General Conference of the United Nations (United Nations Educational, Scientific and Cultural Organization, 1976) is helpful in establishing how to identify the qualities of such places:

- Historic and architectural areas with groups of buildings, structures and open spaces..., constituting human settlements in an urban environment, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or the socio-cultural point of view are recognized;

- The environment means the natural or man-made setting which influences the static or dynamic way these areas are perceived or which is directly linked to them in space or by social, economic or cultural ties; and
- Safeguarding means the identification, protection, conservation, restoration, renovation, maintenance and revitalization of historic or traditional areas and their environment.

In this thesis, the above definition will help to clarify qualities expected of a historic urban quarter. In simple terms, a historic urban quarter in this study means the combination of a significant cluster of historic buildings together with their surrounding urban environment. Indeed, it is the heritage character created by a historic urban quarter that makes it a unique both culturally and historically. Because of this historical coherence, the legacy of the historic urban quarter can reflect both the past of its location and the past of the rest of the city. Therefore, these quarters must be considered within the context of the city as a whole. This thesis is also concerned with sensitive but dynamic strategies implemented in historic urban quarters through revitalization and regeneration as well as preservation and conservation.

### **1.1.2 Development of Historic Urban Quarters**

The development in historic urban quarters since the 1960s can be divided into three phases (Tiesdell, 1995). The first phase tended out of necessity to be re-active and concentrate on preservation; the second phase progressed to more pro-active approaches for conservation; and the third phase began to focus more on a sustainable future for these quarters through regeneration and revitalization strategies. Nevertheless, although historic urban quarter regeneration in the UK could still be described as being in the third phase of revitalization, the policy and guidance published in the past decade indicates that it has shifted focus to the

evaluation and assessment of the outcomes and impacts of achievements to date. Indeed, as Randolph and Judd (2006) point out, the UK has one of the longest histories of urban regeneration and has been at the forefront of evaluation processes for the past two decades. Recently, there is an increasing interest on regeneration impact assessment among government and individual observers. Furthermore, the number of the published research papers that focused on evaluating regeneration in urban areas often also including historic urban quarters has significantly risen in the past decade (CABE & DETR, 2001; Bromley et al., 2003; Ela Palmer Heritage, 2008; English Heritage, 2010b).

### **1.1.3 Review of Examination Approaches**

Regarding the examination research conducted by either a government analysis agency or an individual scholar or researcher during the past decade, there have been many attempts to verify the criteria of a good urban regeneration practice (Evans, 2005; Ruming, 2006). One approach that has been extensively used by researchers is an experience-based approach where several case study examples are examined and a checklist or guidance for future good practice is developed; equally, a “not-to-do” list is presented to highlight poor practice and poor outcomes. In addition, another approach uses assessment models to examine the impacts and outcomes of the regeneration practice.

### **1.1.4 Gaps in Current Literature**

After carefully reviewing the literature of urban regeneration policy assessment for this thesis, some gaps were identified and listed below.

#### ***1.1.4.1 Limited Attention upon Policy Effectiveness in Historic Quarters***

Although there have been various examinations and evaluations of urban regeneration conducted since the beginning of this century, limited work has been

carried out regarding the effectiveness of urban regeneration policies in historic urban quarters. Indeed, a large number of studies provide criteria for examination on different types of regeneration based on previous experience of good practice (cases), however, few of these studies take historic urban quarters into account (English Heritage 1999; Burwood and Roberts, 2002; English Heritage et al., 2005f; Cullen, 2006). Mutlu (2009) describes how evaluation studies of this type tend to pay more attention to the success of the future practice rather than the effectiveness of present urban policy.

#### ***1.1.4.2 No Criteria for Urban Regeneration in Historic Quarters***

As discussed above, there are all kinds of checklists and guidance published by both the government and individual researchers providing criteria for different types (culture-led, property-led, heritage-led etc.) of urban regeneration (see Turok, 1992; Middleton, 2003; Montgomery, 2003; Evans and Shaw, 2004; English Heritage, 2002, 2005b; Cullen, 2006). However, none of these criteria were designed specifically for historic quarters. Therefore, no criteria were provided by literature for urban regeneration in historic quarters and in other words, no criterion to evaluate policy effectiveness in historic urban quarters (English Heritage, 2005a).

#### ***1.1.4.3 New Models to Examine Policy Effectiveness***

There is another group of researchers whom prefer to examine urban regeneration through particular assessment models. Doratli (2000), for example, established a 'Strengths, Weaknesses, Opportunities and Threats (SWOT) model' in order to determine the most relevant strategic approach for long-term revitalization. In addition, the Commission for Architecture and the Built Environment and Department of the Environment, Transport and Regions established a measuring model to examine the performance of urban design (CABE and DETR, 2001).

More recently, English Heritage (2005) formulated a performance appraisal model for measuring the impact of heritage projects. Despite the fact that all of the above models are considered useful for assessing historic urban quarters, none of them contribute fully to the evaluation of the effectiveness of urban policy in historic quarters.

## **1.2 Objectives and Research Questions**

### **1.2.1 Objectives**

The major purpose of this research study was to examine the effectiveness of urban policies applied in historic urban quarters in England between 1997 and 2010. In order to achieve this, the thesis explored:

- 1) The outcomes of successful urban regeneration practice in historic urban quarters; and
- 2) How to relate these outcomes to policy effectiveness?

### **1.2.2 Research Questions**

These objectives were then translated into three research questions developed from an initial literature review:

- 1) What are the common criteria for generally considered good urban regeneration practice in historic quarters?
- 2) How can these criteria be used as indicators in examining of policy effectiveness?
- 3) Why are some policies effective whilst others are not?

### **1.2.3 Research Domains**

According to the above research questions, the domains of this study were set up as: first of all, urban policies reviewed and examined in this thesis relate to England; secondly, the policies were applied in historic urban quarters and thirdly, the timescale for these policies was from 1997 to 2010.

## **1.3 Research Methods**

The methodologies applied in this research were of a qualitative nature. Both quantitative and qualitative research characteristics were considered at the outset of the research, however, for two key reasons it was decided to undertake only qualitative study. Firstly, the research questions should be the key factor which identifies the research method and as discussed previously, the research question in this thesis is to examine the effectiveness of urban policies applied in the regeneration of historic quarters in England; and secondly, the limitation, availability and access to sufficient key data makes undertaking any quantitative study whilst having some potential benefits difficult to achieve with the resource constraints of this thesis. Therefore, qualitative research methods were selected and applied throughout this research. Moreover, a case study method seemed to be an appropriate choice compared with their qualitative approaches outlined in the methodology chapter.

## **1.4 Case Studies**

The research questions were addressed in two phases. Firstly, a literature review and documentary research was undertaken, and secondly, a twin-case study of the Jewellery Quarter in Birmingham and the Lace Market in Nottingham was conducted by carrying out a series of interviews with a range of key players.

Additionally, evidence from secondary sources such as media reports was also collected and analysed to enable some triangulation of the research material.

#### **1.4.1 Case Study Background**

The Jewellery Quarter in Birmingham and the Lace Market in Nottingham have much in common, from their historical development to recent regeneration and revitalization efforts. The unique qualities of the Jewellery Quarter and the Lace Market areas are the result of the particular combination of processes of urbanisation as well as industrialisation in their respective cities. The development of these historic quarters was related to the trades and industries they supported, trades that concentrated in the respective areas for reasons such as locality, access to workforces and interdependence with related trades. Birmingham's jewellery trade and Nottingham's lace industry both grew from medieval beginnings and they both experienced massive expansion in the mid-nineteenth century with the help of technological innovations as well as the utilisation of steam power. It was during this era that both quarters began to develop their unique architectural and townscape characters. Then in 1914, both the jewellery industry in Birmingham and the lace industry in Nottingham reached their peak in terms of production, employment and wealth. Significantly, however, production in both areas soon started to decline primarily due to cheaper alternatives being produced elsewhere but also due to lessening demand during the wars and the 1930's recession. Indeed, during the 1950s and 1960s, Birmingham's Jewellery Quarter and Nottingham's Lace Market were both classified as "...largely beyond repair and targeted for [re-]development" (Tiesdell et al., 1996: 131).

At the end of the 1960s, there was, however, a significant re-evaluation of the value of Victorian architecture and as a result, increasingly concerns were raised about the need to protect the legacy (architectural, townscape and even the

function itself) of these decaying industries in both areas. This gradually saw the introduction of conservation and preservation related policies in both cities aimed at protecting this unique heritage. Notwithstanding, there was a time difference between the launch of a conservation policy for the Lace Market published in 1974 (one of the earliest in the country) and the Jewellery Quarter Conservation Area in 1980. Initially, there was considerable focus upon industrial improvement in both areas during the 1970s and 1980s, and the local planning authorities for Birmingham's Jewellery Quarter and Nottingham's Lace Market were both actively intent on rehabilitation, repairing the physical fabric and encouraging the concentration of either jewellery or clothing and textile industries respectively within that fabric to maintain its functional character (Ferris, 2002). Since the late 1990s, both areas have revised and applied strategies that have focused much more on mixed-use development and economic revitalization that is sensitive to its historic context following the lead of the UK government's Urban Task Force initiative. More recently, policies in both the Jewellery Quarter and the Lace Market have recognised the need for longer term sustainability and have tended to focus more upon multi-functional development to diversify the economic base whilst respecting the physical legacy of their respective pasts.

#### **1.4.2 Outline of the Study**

This thesis is structured in three major parts. Part One will review the literature and is divided into two chapters. The first (Chapter 2) will focus on the development of regeneration in historic urban quarters in England while the second (Chapter 3) reviews urban regeneration policies that have affected historic urban quarters in England since the mid-1990s. These two chapters establish a firm foundation for the context of development in such quarters and confirm the gaps in literature.

The second part (Chapter 4) focuses on the research methods chosen and implemented during this research. Various potential research methods are outlined and their appropriateness to this research is discussed. In order to clearly describe each approach in research, there are three sections in this chapter. Firstly, the differences and relative merits to this work between qualitative and quantitative research are reviewed. The justification for adopting a qualitative approach is explained and then, in the second section, the applications of qualitative research methods within this research will be discussed. Finally, case study research method is analysed including its definition, development as well as how to conduct case study within this research.

Part Three focuses upon the two case studies. In this part, the Jewellery Quarter in Birmingham and the Lace Market in Nottingham are analysed and therefore, Part Three will be composed of two chapters (Chapter 5 & 6). First of all, there is a preparatory section presenting the selection criteria of these case studies, as well as the introductions of both the Birmingham and Nottingham case studies. Then, the Jewellery Quarter and the Lace Market will be examined in more detail. In this chapter, the research method, the history as well as the regeneration policies applied in these case study quarters will be studied, and then the examination of the outcomes along with the future development advice will be provided.

Finally, the conclusion (chapter 7), will involve three sections. The case study analysis will focus on the findings from the case studies. Then, general lessons learned will be demonstrated and advice on how to make urban regeneration policy related to historic urban quarters more effective will be provided. The final sections of the conclusion will focus upon the research limitations of this thesis and speculate on possible future studies that could enhance the knowledge and practice of securing a sustainable future for the UK's historic urban quarters.

## **PART I - LITERATURE REVIEW:**

### **CHAPTER 2: URBAN REGENERATION IN ENGLAND**

#### **Introduction**

This chapter is the first section of Part I Literature Review and provides a review of urban regeneration as well as the UK Government's policies related to urban regeneration. Although this thesis focuses upon the period from the mid-1990s to the late 2000s, it is important to understand the role and legacy of preceding urban regeneration policy since the Second World War. Although most of these policies don't focus specifically upon historic urban quarters, most of them have directly or indirectly impacted upon the process of their regeneration or revitalisation. The second part of the chapter will then focus on the key period of regeneration of this thesis under the New Labour Government.

Many scholars have concluded that the first implementation action of post-war urban policy was in the 1950s, and that the major focus and approach of urban regeneration policy has changed constantly over subsequent decades (Stoker, 1997; Evans, 1997; Robert & Sykes, 2000; Pierson & Smith, 2002; Cochrane, 2007; Tallon, 2010). Generally, however, there is a consensus that there are four major stages of the development in urban regeneration policies. Indeed, Tallon (2010: 116) summarises that:

“The early period of the 1940s until 1979 was characterized initially by town and country planning policies and the development of new housing, and

latterly by area-based social and community initiatives. The property-led, entrepreneurial regeneration era of urban regeneration can be traced from 1979 until 1991, following which, an era of competitive bidding for urban funds emerged. In 1997, the New Labour's urban regeneration policy has been the recognition of the interrelationship between the economic and social dimensions of urban policy within the context of the urban renaissance."

The first period (1945-1979) was characterised as 'area-based', a period that saw the transformation from wholesale clearance and 'physical redevelopment' to area-based economic and environmental focussed programmes. The second period during the 1980s placed more emphasis upon entrepreneurial regeneration and urban policies of this era were more concerned with property-led regeneration. Then from 1991 to 1997, there was a focus on competition and community in relation to urban regeneration. From 1997 to 2010, urban policies were often referred to as 'New Labour's innovative policies'. The aim of these was to "deliver lasting urban regeneration relating to social exclusion, community involvement" (Tallon, 2010: 104). These phases of urban regeneration policies are reviewed in more detail below.

## **2.1 Area-Based Policies in the Early Post-War Years (1945 to 1979)**

### **2.1.1 Overview of Policy Development**

There were two significant central government's urban regeneration-focussed policies published during the period from 1945 to 1979. The 'Urban Programme' was launched by the Home Office in 1968 and the White Paper 'Policy for the Inner Cities' was published by the Department of the Environment (DoE) in 1977. Therefore, this stage can be divided into three phases. Firstly, from 1945 to 1968, the practice during this time focused on 'physical redevelopment' rather than

urban regeneration. The second phase is from 1968 to 1977, and as both Tallon (2010) and McCarthy (2007) describe, it saw the introduction of smaller-scale area-based initiatives as opposed to wholesale clearance and redevelopment of the previous era. Subsequently, the emphasis moved to economic and environmental objectives and programmes that were introduced in the final phase of this period in the late 1970s (Blackman, 1995).

## **2.1.2 Policy Milestones**

### **2.1.2.1 *Urban Programme (1968)***

This policy was especially area-based for special social needs and is considered to be the origin of urban policy in the UK (Atkinson, 2000). Prime Minister Harold Wilson first announced the *Urban Programme* in 1968, in response to growing concerns with the problems of inner cities. The purpose of the Programme was to bring rapid aid to small urban areas which exhibited signs of ‘urban stress’, ‘multiple deprivation’ or ‘additional social need’. Urban Programme provided grants for local authorities and also to some voluntary and semi-statutory bodies. In addition, four claims were made at the beginning of this programme:

- The projects can be rapidly implemented (benefits are rapidly effected);
- It provides the only possible source of finance;
- It has a multiplier effect; and
- It has potential to produce other benefits and spin-offs.

There have been claims that the aims of the Programme were only partially fulfilled. Indeed, according to Batley and Edwards’ report in 1974, whilst the programme did have a multiplier effect, the speed of the benefits were largely unfounded in practice and the majority of local authority projects would have to happened regardless of the Programme’s funding. Additionally, some scholars describe the Programme as being ‘beleaguered by various faults’ due to the lack of

central control from the Government. Furthermore, it has been stated that there was no clear definition of special social needs and little direction about the type of projects to be supported (Atkinson and Moon, 1994; McCarthy, 2007; Tallon, 2010).

#### ***2.1.2.2 Community Development Projects (1968)***

Like the Urban Programme, the Community Development Projects (CDPs) was also an area-based policy. The Government established twelve CDPs in mainly urban locations in order to establish a social pathology model to remedy urban decline. In theory, these projects would encourage local residents to improve their own situation, however, in practice, the CDPs suffered from a lack of direction (Atkinson and Moon, 1994). In addition, many of the CDPs rejected the pathology model before the programme ended in 1978 and some went on question the area-based approach itself (McCarthy, 2007). Nevertheless, it has also been claimed that the CDPs outlined a new approach to viewing poverty and deprivation (Sills et. al., 1988). The CDPs highlighted how this was the impact of changes to economics, educational and housing markets allied to the weak bargaining position of the poor (Atkinson and Moon, 1994; Beswick and Tsenkova, 2002).

#### ***2.1.2.3 Inner Area Studies (1972)***

Six Inner Area Studies (IASs) were established in 1972. Their focus was either on local government decision-making and its impact on environmental problems in cities with significant urban deprivation (for example in Oldham, Rotherham and Sunderland), or on the problems of small selected inner city areas (Liverpool's Toxteth, Birmingham's Small Heath and London's Lambeth) Like the CDPs, the purpose of these IASs was to tackle urban decline based upon a thorough understanding of its causes. The IASs advocated a pragmatic approach that

combined an area-based concern with an awareness of structural factors (McCarthy, 2007). Besides, the IASs also indicated that the root cause of deprivation was basic poverty (Tallon, 2010).

#### ***2.1.2.4 Comprehensive Community Programmes (1974)***

The Comprehensive Community Programmes (CCPs) was a transitional policy that represented an attempt to apply techniques of corporate management to deal with urban decline (McCarthy, 2007). Two models of CCPs were launched in Gateshead and Motherwell. These CCPs were short lived and had relatively little impact and the programme was concluded in 1980 after most of the CCPs were side-lined and the programme had been absorbed into the 1977 White Paper.

#### ***2.1.2.5 White Paper: Policy for the Inner Cities (1977)***

As Stoker (1997) states the Policy for the Inner Cities was the first explicit 'urban' White Paper and it was recognized as the new 1970's version of the Urban Programme. The Government's view of urban regeneration shifted and new strategies aimed:

- To improve economic, physical and social conditions;
- To accomplish a balance between population and jobs; and
- To work in partnership with both private sectors as well as local communities.

The impact of the 1977 White Paper was, however, cut short by the change from a Labour to a Conservative Government in 1979. The economic crisis as well as the global crisis of the welfare state in the late 1970s also cut short its effectiveness. Although it seems difficult to judge whether this policy would have worked since most of the proposed changes did not come to fruition, significantly, this policy indicated that more collaboration was required between the government and the private sector as well as with local communities (Blackman, 1995). This shift

towards collaboration was to become central to most future urban regeneration policies and practice.

## **2.2 Entrepreneurial Regeneration in the 1980s**

### **2.2.1 Overview of the Policy Development in the 1980s**

Urban regeneration under the Conservative Government in the 1980s saw a number of fundamental shifts from previous regeneration activity. Indeed, there was a significant change in emphasis from government-led to private-sector led development. As such, economic profitability appeared to become more prominent than achieving direct social benefits. The policy approach during this era will be outlined below.

#### ***2.2.1.1 Summary of 1980s' Regeneration Policy***

Urban regeneration policy from 1979 to 1991 is considered as a very distinctive period which inherited few characteristics from previous eras. More particularly, 1980s' urban regeneration policy can be summarised as having established a diverse approach and emphasised the role of the private sector in urban regeneration (Blackman, 1995; McCarthy 2007). The launch of the Urban Development Corporations (UDCs) is typical of the Conservative approach to urban regeneration. The UDCs signalled the priority shift towards physical regeneration and a move towards property-led urban regeneration.

One of the major changes under the Conservative Government was a move to integrate existing urban policy mechanisms to conquer the problem of a lack of co-ordination amongst previous urban policies (Lawless, 1989). An example of this was the 'Action for Cities' programme (HMSO, 1988). Many new

grant-aid-initiatives were introduced after 1988, when the Government introduced a number of new investment programmes for the private and local government sectors (these took the form of Urban Development Grants, Urban Regeneration Grants, and City Grants, etc.). The former 57 local authorities eligible to bid for grant aid within the 1968 Urban Programme were given priority to apply for these new types of grants (Blackman, 1995).

The major issue related to the urban regeneration policies in the 1980s was the problem of co-ordination, also known as the problem of departmentalism. One example was the Urban Programme. In the Urban Programme, the Department of the Environment (DoE), and the Departments of Trade and Industry (DTI) and Employment (DoEmp) all had administrative influence on urban regeneration policy rather than their being a coordinated or holistic approach (Lawless, 1989).

#### ***2.2.1.2 Criticisms of 1980s' Urban Regeneration Policy***

Tallon (2010) concurs with Oatley's (1995) summary of the principle criticisms of urban regeneration policy in the 1980s into five categories:

- The definition of the urban problem and the scale of the response;
- The fragmentation of policy and the lack of co-ordination;
- The lack of a long-term strategic approach;
- The over- reliance on property-led regeneration; and
- Problems of governance, managerialism and bureaucracy.

In the 1980s, there were still conflicting views on not only the appropriate solutions to urban problems but also the definition of what the issues actually were. As Oatley (1995) and Stewart (1990) discussed, the government's area-based definition of the urban problem attracted more attention to the

symptoms rather than causes. On the other hand, “the scale and nature of government responses in the 1980s were also significant relative to the problems being faced by cities” (Oatley, 1995: 263). One instance was that certain funds for local investment were withdrawn after the introduction of new urban policies.

The 1980s were also characterised by a fragmentation of urban policy and the lack of overall co-ordination. McCarthy (2007) defines this issue as ‘the problem of departmentalism’ in the 1980s. In addition, Stewart (1990) and Oatley (1995) emphasise the problem of the lack of a long-term strategic approach. Indeed, during the 1980s, urban policies were mostly short-term whereas the problems were defined as long-standing.

According to Healey et al. (1992), property-led regeneration was the typical model for urban policies in the 1980s and the government believed that the declining areas could be revitalised by attracting more private investment. Many, however, felt that there was an over-reliance on property-led regeneration and Turok (1992: 376) states that property-led regeneration “...is no panacea for economic regeneration and is deficient as the main focus of urban design”. Moreover, Oatley (1995) among others points out that many property-led regeneration projects suffered from the collapse in the property market in the late 1980s.

The central-local conflicts inherited from the 1970s were blindly transferred into “...a hierarchical system of central control with a related absence of risk and experimentation” (Tallon, 2010: 63). This resulted in many problems of governance, managerialism and bureaucracy and as a result, many partnership schemes that linked the public and private sectors were unsuccessful during the 1980s. However, the Audit Commission’s report in 1989 pointed out this criticism

and suggested that local authorities should play a more active role (Jacob, 1992; Hall, 2001).

## **2.2.2 Policy Milestones of the 1980s**

### ***2.2.2.1 Enterprise Zones and Urban Development Corporations (1981)***

Key entrepreneurial inner city urban policies can be seen in a wider context as the transition to entrepreneurialism in urban policy, the emergence of public-private partnerships and the beginning of property-led urban regeneration (Solesbury, 1993). The purpose of these policies was to attract businesses and industry to relocate to regeneration areas by bring land and buildings into effective use, providing financial incentives, creating an attractive environment as well as cutting the 'red-tape' often associated with government interference (Stewart, 1990; Oc and Tiesdell, 1992; Tallon, 2010).

The success of Enterprise Zone policy has been the subject of some debates (Solesbury, 1993; Atkinson and Moon, 1994; Blackman, 1995; Cochrane, 2007; McCarthy, 2007; Tallon, 2010). Considerable criticism also received despite the varied success Enterprise Zones achieved. Enterprise Zones certainly created new job, as there were employment opportunities with new companies and those that relocated to the Enterprise Zones. Physical regeneration of derelict land and buildings was also carried out and new investment was attracted to declining areas (Blackman, 1995). However, some negative aspects were identified, including that the Enterpriser Zones did not achieve the level of success expected. Firstly, the number of jobs generated was not as high as anticipated and that many of the jobs were part-time, low skilled and low wage employment. Secondly, most of the firms attracted to relocate tended to mirror those already in the zone and therefore failed to diversify the local economy. Thirdly, the Enterprise Zones reduced the

power of local authorities and increased the conflict between central and local government. Lastly, these zones often had a negative influence on surrounding areas (Evans, 1997). As a result of all the negative issues, in 1980, the Government announced that there would be no new Enterpriser Zones.

The Urban Development Corporations (UDCs) on the other hand, were described as the flagship of the Conservative Government's urban regeneration programme in the 1980s and 1990s (Parkinson and Evans, 1990). There were total 13 UDCs in the 1980s and early 1990s. The UDCs were criticised for consuming limitless capital to produce returns (Coulson, 1990). Tallon (2010) notes that evaluative case studies of the UDCs highlighted the successes and failures. Indeed, there were many positive outcomes from the UDC initiative. The UDC areas did benefit from the investment and funds from both central government and the private sector resulting in new employment and environmental improvements. These positive changes in local areas also changed public attitude and further private investment were attracted. On the other hand, there was criticism that urban regeneration in the UDC areas was limited by the policy because it only focused on wealth creation with only physical regeneration being implemented in its early years. Indeed, there were limited financial support for social provision such as low-income housing, community facilities and education programme (Tallon, 2010). Secondly, very few new jobs were actually created and the investment attracted was small compared with the massive expenditure. As Imrie and Thomas (1999) indicated, there was an also significant amount of money lost in land deals. Thirdly, the communication between the UDCs and local authorities were poor and there were many breakdowns in communication and coordination (Oatley, 1995).

### ***2.2.2.2 Urban Development Grant (1982), Urban Regeneration Grant (1987) and City Grant (1988)***

The Urban Development Grant (UDG) focussed on using minimum public sector money to encourage or lever private sector investment into urban regeneration projects. The main principle was that grant were paid directly to projects that were financed partly by the private sector and partly by the public sector. The grant aimed to stimulate projects that would create new jobs or safeguard existing jobs and to act as an incentive to encourage the private sector to invest in inner city locations with problems (Goodhall, 1985). Based on the evaluation carried out by Johnson (1988), the projects implemented with UDG assistance demonstrated viability and largely achieved most of their targets. Despite these positive achievements, Johnson (1988) also pointed out the drawbacks of this scheme, firstly, the criteria and appraisal of the scheme was unsatisfactory and that the private sector was unable to identify and work up feasible development propositions as expected. He also identified that employment generation was largely unsuccessful and that high standard project identification and appraisal skills were missing in both local and central government.

Urban Regeneration Grants were launched in 1987 to overcome some of the constraints of the UDGs with the main change being that “developers could directly approach the government and bypass the local authority” (Roberts and Sykes, 2000: 69). UDGs and URGs were replaced by the City Grant in 1988.

City Grant was offered by the Department of Environment (DoE) regional office. It was similar to the model of URGs as it bypassed local government. The majority mission of City Grant was to offset specific disadvantages of an inner city site and assist the projects commercial viability. Since local authority was no longer

involved directly in City Grant projects, it was considered to be more private sectors driven (DoE, 1993).

As Atkinson and Moon (1994) indicated some key advantages of City Grant: it was private sector driven so that only places with market potential were considered, and this maximises the efficiency of the allocation of public resources;; it had true initiated public/private sector collaboration; it was straightforward and inexpensive to operate. However, City Grant was not without its weakness such as uneven distribution of investment (Blackman, 1995); no opportunity for small imaginative projects (Lawless, 1989) and it did not address the basic cause of poor regional or local growth (DoE, 1993).

### ***2.2.2.3 Other Important Initiatives Introduced in the Mid-1980s***

Several other initiatives were introduced in the mid-1980s as urban regeneration policies tended to subsume central government housing policies. Tallon (2010: 61) claims, that these housing polices "...began the trend towards the broader regeneration approach to estate renewal rather than housing improvement." For example, the Estates Action Programme (announced in 1985 as the Urban Renewal Unit) was a programme that involved local authorities bidding to the Department of the Environment (DoE) for funding to improve their council housing estates (McCarthy, 2007). Meanwhile, the Housing Action Trusts were considered as 'the housing equivalent of UDCs' and were intended to improve the physical, social and economic conditions of inner city housing estates (DoE, 1987; Lambert and Malpass, 1998; Tallon, 2010).

In addition, three other key urban regeneration policies were introduced in this period. Firstly, City Action Teams were launched in 1985 to specifically improve the co-ordination of civil service departments in relation to particular identified

inner city areas (Lawless, 1989). Then in 1986, Urban Task Forces were established to focus upon the development of enterprise in small areas of deprivation within the inner cities (Blackman, 1995). Despite the fact that these policies were relatively successful there were still problems of co-ordination and there was increased conflict between different department objectives. As a result, Action for Cities was announced in 1988. This was intended to solve these difficulties, however, Lawless (1989) claims that it was largely unsuccessful and many of these issues persisted.

## **2.3 Competition and Community in Urban Policy in the 1990s**

### **2.3.1 Overview of Policy Development in the 1990s**

The regeneration policies of this period tended to focus on collaboration between public, private and community organisations and voluntary sectors. Tallon (2010) points out that the aims of urban regeneration programmes in this stage were:

- To produce a more self-sustainable form of regeneration;
- To broaden access to power; and
- To transform the operations of local government.

In particular, the City Challenge and Single Regeneration Budget were launched as the flagships of urban regeneration with their inclusive aim to incorporate local people into the decision-making process. Significantly, urban regeneration policies in this period appeared to have been constrained by the legacy of the policies of the 1980s and the existing local government structures (Tallon, 2010). As such, there have been many criticisms of policies in this period. Indeed, Oatley (1995) notes that there was a continued reduction in public funds available for urban regeneration during the 1980s. Others suggested that there was a lack of cooperation between a plethora of different agencies often with similar terms of

reference. It has also been identified that community participation in schemes (such as City Challenge and Single Regeneration Budget) were largely illusory due to existing power relationships and the way in which the programmes were established (Atkinson, 1999).

### **2.3.2 Urban Policy Milestones in the 1990s**

#### ***2.3.2.1 City Challenge (1991): Competition and Co-ordination.***

As McCarthy (2007) notes, that the City Challenge initiative represented a watershed in the application of urban regeneration policy in the UK, and the most important aspect of the initiative was the new emphasis on competition. City Challenge also encouraged local authorities to adopt fast-track decision-making procedures to speed up the real and perceived delays in the approval of projects and access to grant aid. Local authorities were also encouraged to adopt a more corporate approach to their regeneration activities. In addition, City Challenge saw increasing encouragement for authorities to use participative techniques to encourage the active involvement of local people from inception through to the completion of projects. However, as indicated by Oatley (1995), the City Challenge initiative did not solve many of the deeply ingrained issues within urban regeneration policy. Most typically this included the poor co-ordination within local authority departments and central government departments together with the plethora of quasi-governmental agencies - often with overlapping remits and agendas - that caused confusion not just amongst developers and investors but also amongst the authorities and agencies themselves.

#### ***2.3.2.2 Single Regeneration Budget (1994): Consolidation***

The Single Regeneration Budget (SRB) brought together 20 previously separate funding programmes in England, and was based on competitive bidding process to

central government for funding to support proposed projects. The major strategy of the SRB was to encourage employment by using public funds to leverage investment from the private sector. The SRB therefore replaced the Urban Programme as the main vehicle for inner area regeneration in England. The final evaluation of the SRB by the government's Communities and Local Government, (CLG, 2007) outlined both improvements achieved and issues remaining unresolved within areas that benefitted from the SRB. On the one hand, improvements such as increased household incomes and employment levels were apparent. In addition, there was a significant increase in the satisfaction of housing and the areas were considered safer and the local communities felt that the physical fabric of the area had been improved. It was concluded that as a result there had been noticeable enhancement of community and social cohesion. In contrast, the report still identified major concerns regarding the availability of finance for regeneration activities. The CLG report also questioned the real extent of community participation in regeneration projects and the failure to achieve an overall co-ordination of urban policy (Hall, 2001).

### ***2.3.2.3 English Partnerships (1993): Property-led***

English Partnerships, which originated from the Urban Regeneration Agency, was established by the Housing and Urban Development Act 1993. The Act extended certain elements of the Urban Development Corporation model (see 2.2.2.1). English Partnerships was a national regeneration agency that had the power to acquire and assemble land for major development projects either independently or in partnership with private development companies. English Partnerships assisted, stimulated and undertook major regeneration activities across England but is best known for its role in the regeneration of the Thames Gateway and expansion of Milton Keynes.

The primary aim of English Partnerships/Urban Regeneration Agency was to work in a co-ordinated manner with the Single Regeneration Budget to promote urban regeneration that focused on development or redevelopment (McCarthy, 2007). Although English Partnerships played many roles in the regeneration process, the government's primary aim was that English Partnerships would work in partnership with local authorities to lever private investment and to stimulate, assist and secure implementation of regeneration projects by the private sector (Blackman, 1995). However, English Partnerships struggled to provide a powerful coordinating role because it brought limited additional funding to the regeneration process. Nevertheless, English Partnerships was considered by the government as an important approach in delivering high quality sustainable growth and in 2008 its powers moved to the new Homes and Communities Agency established under New Labour's urban policy (see 2.4).

A summary of urban regeneration policies from the 1950s to 1990s, with their specific features (such as the major strategies, key actors, economic focus and environmental approaches, etc.), is presented in Table 2.1 to enable the above mentioned policies to be seen within the context of each other.

Period Policy Types	1950s Reconstruction	1960s Revitalization	1970s Renewal	1980s Redevelopment	1990s Regeneration
Major Strategy and Orientation	Reconstruction and extension of older areas of towns and cities often based on a master plan; suburban growth.	Continuation of the 1950's theme; suburban and peripheral growth; some early attempts at rehabilitation.	Focus on in-situ and neighbourhood schemes; still a focus on development at the periphery of urban areas.	Many major schemes of development and redevelopment flagship projects; out of town projects.	Move towards a more comprehensive form of policy and practice with more emphasis on integrated solutions to urban challenges.
Major Policies	Town and Country Planning Act of 1944. New Towns Act of 1946.	Urban Programme (1968).	1977 White Paper: Policy for the Inner Cities – Partnership Programme. Inner Urban Areas Act (1978)	1989 White Paper: The Future of Development Plans. 1989 Planning and Compensation Act. Action for Cities Programme. City Grant (1988)  Task Forces (1986-87) City Action Teams (1985). Urban Regeneration Grant (1987). Urban Development Grant (1982). Urban Development Corporations (1981). {Enterprise Zones (1981).	1990+ Planning Policy Guidance Notes (PPG'S). 1990s+ Regional Policy Guidance Notes (RPG's). City Challenge (1991). Single Regeneration Budget (1994). English Partnerships (1998). 1990 This Common Inheritance. 1990 Environmental Protection Act. 1997 White Paper: 'Building Partnership for Prosperity: Sustainable Growth, Competitiveness and Employment in the English Regions. 1998 White Paper: 'Our Competitive Future: Building the Knowledge Driven Economy'. 1998 Regional Development Agencies Act.

Table 2.1a: The Revolution of Urban Regeneration (1950s to 1990s).

(adapted from Roberts and Sykes, 2000)

Period Policy Types	1950s Reconstruction	1960s Revitalization	1970s Renewal	1980s Redevelopment	1990s Regeneration
Key Actors and Stakeholders	National and local government; private sector developers and contractors. Emphasis on local level.	Move towards a greater balance between public and private sectors. Focus on regional level and activity emerged.	Growing role of private sector and decentralization of local government. Regional and local levels initially; later more local emphasis.	Emphasis on private sector and special agencies; growth in importance of partnerships. In the early 1980's, focus on specific sites; later emphasis on local level.	Partnerships the dominant approach, devolution of power to the local authority; community empowerment and involvement. Re-introduction of strategic perspective; growth of regional activity.
Economic Focus	Public sector investment with some private sector involvement.	Continuing from 1950's with growing influence of private sector investment.	Resource constraints in the public sector and further growth of private investment.	Private sector dominant with selective public funds.	Greater balance between public, private and voluntary funding.
Social Content	Improvement of housing and living standards.	Social and welfare improvement.	Community-based action and greater empowerment.	Community self-help with very selective state support.	Greater emphasis on the role of community.
Physical Emphasis	Replacement of inner areas and peripheral development.	Some continuation from 1950's with parallel rehabilitation of existing areas.	More extensive renewal of older urban areas.	Major schemes or replacement and new development; 'flagship projects'.	More modest and sensitive scale than 1980's; heritage and retention.
Environmental Approach	Landscaping and some greening of urban areas.	Selective improvements.	Environmental improvement with some innovation.	Growth of concern for wider approach to the environment. Sustainability begins to emerge on the agenda.	Introduction of broader idea of environmental sustainability.

Table 2.1b: The Revolution of Urban Regeneration (1950s to 1990s).

(adapted from Roberts and Sykes, 2000)

## **2.4 New Labour's Innovative Policies since 1997**

As mentioned previously in both the research question and the research domain section, the thesis focused on the policy effectiveness in England during the period of 1997 to 2010. Specific attention will, therefore, be paid to the urban policy approach of the 'New Labour' Government through a detailed discussion of this policy background.

'New Labour' is the often used campaigning label used by the Labour Party from the mid-1990s to the early 2000s during its period in power from 1994 through to 2010. It was seen as new 'brand image' for the newly reformed party and the term was actually used in a draft manifesto 'New Labour, New Life for Britain' that was published in 1996.

### **2.4.1 Overview of New Labour's Urban Policies for Regeneration**

In a review of contemporary urban regeneration policy (also known as the New Labour's urban policy) since the 1997, it is clear that there were continuations of previous policies and initiatives alongside significant new approaches. The new focus was on policies that were concerned with neighbourhood renewal, remedying social exclusion and achieving an urban renaissance. In addition, they attempted to address some of the inherent weaknesses inherited from previous regeneration activities, such as what the Labour Government saw as an over emphasis on property and private sector economic profit. According to Shaw and Robinson (2010), the main improvements that New Labour brought through new urban regeneration policy includes:

- An improvement in conceptualizing the underlying problems;
- The level of evidence underpinning policy formulation;

- The development of a more integrated approach to policy; and
- The priority accorded to community involvement as the central feature of the regeneration process.

Nevertheless, as Tallon (2010) discusses, there were still many barriers to success urban regeneration, especially those related to social exclusion, community involvement and the complicated policy landscape remained. Table 2.2 provides an overview of the policies and activities that were implemented between 1997 and 2009.

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<b>Machinery of government:</b>	<ul style="list-style-type: none"> <li>• DETR/ODPM/CLG (1997–2009)</li> <li>• Social Exclusion Unit (1997)</li> <li>• Neighbourhood Renewal Unit (2001)</li> <li>• Commission for Architecture and the Built Environment (1998)</li> <li>• Urban Policy Unit (2001)</li> <li>• Academy for Sustainable Communities (2005)</li> </ul>
<b>Key documents/strategies:</b>	<ul style="list-style-type: none"> <li>• Bringing Britain Together (1998)</li> <li>• Urban Task Force Report (1999)</li> <li>• National Strategy for Neighbourhood Renewal (2001)</li> <li>• Urban White Paper (2000)</li> <li>• Sustainable Communities Plan (2003)</li> <li>• Egan Review (Skills for Sustainable Communities (2004)</li> <li>• Making it Happen: The Northern Way (2004)</li> <li>• Sustainable Communities: Homes for All (2005)</li> <li>• Sustainable Communities: People, Places &amp; Prosperity (2005)</li> <li>• Sustainable Communities Act (2007)</li> <li>• Planning for a Sustainable Future White Paper (2007)</li> <li>• Prosperous Places: Taking Forward the Sub-National Review of Economic Development and Regeneration (2008)</li> <li>• Transforming Places, Changing Lives: A Framework for Regeneration (2008)</li> <li>• Communities in Control White Paper (2008)</li> <li>• Local Democracy, Economic Development &amp; Construction Bill (2009)</li> <li>• Social Mobility White Paper (2009)</li> </ul>
<b>Delivery agencies:</b>	<ul style="list-style-type: none"> <li>• Regional Development Agencies</li> <li>• Local Strategic Partnerships</li> <li>• Urban Development Corporations</li> <li>• Urban Regeneration Companies</li> <li>• City Region Partnerships</li> <li>• Homes and Communities Agency</li> </ul>
<b>Funding regimes:</b>	<ul style="list-style-type: none"> <li>• Single Regeneration Budget (Rounds 6 &amp; 7)</li> <li>• Neighbourhood Renewal Fund</li> <li>• Safe and Stronger Communities Fund</li> <li>• Area- Based Regeneration Grant</li> <li>• Working Neighbourhoods Fund</li> <li>• Empowerment Fund</li> </ul>
<b>Regeneration initiatives:</b>	<ul style="list-style-type: none"> <li>• New Deal for Communities Partnerships</li> <li>• Neighbourhood Management Pathfinders</li> <li>• Neighbourhood Wardens Scheme</li> <li>• The Liveability Fund</li> <li>• Local Enterprise Growth Initiative</li> <li>• Housing Market Renewal Pathfinders</li> </ul>

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**Table 2.2: Urban Regeneration under New Labour 1997–2009**  
 (adapted from Shaw & Robinson, 2010)

## 2.4.2 New Labour's Urban Policy: Key Themes

Soon after coming to power in 1994, the New Labour government established the Social Exclusion Unit. The Unit's Task Force produced a report, *Bringing Britain Together: a National Strategy for Neighbourhood Renewal*, which presented a realistic critique of previous urban policy:

“There have been many initiatives aimed at tackling the broader problems of poor neighbourhoods from the 1960s onward. The Urban Programme, then the Urban Development Corporations and Task Forces in the 1980s, and the Single Regeneration Budget in the 1990s, all tried new approaches and all had some successes. But none really succeeded in setting in motion a virtuous circle of regeneration, with improvements in jobs, crime, education, health and housing all reinforcing each other”

(SEU, 1998: 9)

According to the Task Force report, Labour's new policy makers were eager to find new policies that “will work”. Meanwhile, a raft of new regeneration plans, programmes and initiatives with economic, social and environmental concerns were launched by the Labour Government. While it is impossible to critically review all these practices in this thesis, four milestone themes will be reviewed: neighbourhood renewal; urban renaissance; urban task force; and sustainable communities.

### 2.4.2.1 Neighbourhood Renewal (2001)

It soon became clear that New Labour would attempt to live up to election promises and place emphasis upon people, neighbourhoods and communities in their approach to urban policy. Indeed, Lepine et. al. (2007:1) identify how: “The neighbourhood has been part of a number of policy initiatives that have been concerned with tackling disadvantage, improving service delivery, renewing

democracy, engaging citizens, reinvigorating civil society and creating sustainable communities.”

In *The National Strategy for Neighbourhood Renewal* published by the Social Exclusion Unit (SEU) in 2001, the emphasis on neighbourhood interventions was further strengthened. Indeed, neighbourhood was central to all programmes within the strategy, for example, in the Neighbourhood Renewal Fund, New Deal for Communities and the Neighbourhood Management Pathfinders. Moreover, Shaw and Robinson (2010) state that the emphasis on ‘neighbourhood’ was intended to:

- Evoke a more restricted spatial dimension than ‘community’;
- Provide a familiar and secure ‘place’ within which people would be ‘able to define their own social identity and social position’ (Cochrane, 2007);
- Create ‘joined up’ services and engender a sense of identity; and
- Achieve real impact through its focus on small-scale interventions with significant and ‘real’ change.

#### ***2.4.2.2 Urban Task Force (1999): Achieving an Urban Renaissance***

In 2008, The Labour Government established an Urban Task force chaired by the architect Lord Richard Rogers. The remit of the Urban Task Force was to identify causes of urban decline and to establish a vision for English cities by recommending practical solutions of “design excellence, social well-being and environmental responsibility with appropriate delivery, fiscal and legal frameworks” (Urban Task Force, 2005:2; Punter, 2010).

In 1999, the Urban Task Force published its seminal report *Towards an Urban Renaissance* (Urban Task Force, 1999) and this report set out a series of recommendations for all aspects of urban policies in England. It contained over 100 recommendations in ten key categories: urban design; connections;

management of the environment; urban regeneration; skills and innovation; planning; land supply; recycling buildings; and finance (Urban Task Force, 1999). Moreover, the report popularised the concept of 'urban renaissance' and encouraged design excellence, brownfield development and higher density development in urban areas (Punter, 2010; Tallon, 2010).

Subsequently, in 2000, the Department of the Environment, Transport and Regions (DETR) introduced its Urban White Paper *Delivering an Urban Renaissance* which inherited several of the Urban Task Force's recommendations, including the creation of Urban Regeneration Companies (DETR, 2000). This White Paper was the first time a strategy for achieving an urban renaissance was set out in a policy document. However, many of the Urban Task Force's recommendations were not carried forward into this White Paper. The Urban Task Force, therefore, published a further document *Towards a Strong Urban Renaissance* in 2005 and new Labour's urban regeneration achievements since 1997 were also reported in this document (Urban Task Force, 2005). For example, one achievement that was successfully achieved was the increase of residential populations in city centres.

Overall, the *Towards a Strong Urban Renaissance* report contributed to the debate by highlighting that the fact that the quality of the built environment was still not considered as the core agenda of key agencies, such as Urban Development Corporations, Urban Regeneration Companies and Regional Development Agencies. The Report also stressed the need for greater integration of transportation within urban regeneration and also recommended a series of measures to take forward the need for greater awareness and application of good urban design (Shaw and Robinson, 2010). It also noted that there were still major problems of housing affordability, social polarization and concentrations of

disadvantage within urban areas and as such, proposed that there should be “greater social and economic mixing within communities” (Urban Task Force, 2005: 15).

Although the Urban Task Force received a lot of positive feedback from architects, planning and urban design professionals and local governments, there was widespread criticism from academic and political circles of the Report’s assumptions and recommendations. Indeed, critics argued that the Urban Task Force Report did not pay enough attentions to employability, housing affordability, public service quality, neighbourhood identity and amenity (Turok, 2005). Others felt that the Report ignored the primary reasons people had left the city: to access to good state schools, urban crime rates and race relations (William, 1999). Others were also critical of its lack of focus on issues like urban green spaces and residential amenity (Hall, 1999; Lock 1999; Imrie and Thomas, 1999).

#### ***2.4.2.3 Urban Regeneration Companies (from 1999)***

The first Urban Task Force Report (Urban Task Force, 1999) examined how to deliver sustained regeneration at a local level, and the outcome was that effective partnership working should be the requisite approach. Therefore, the Report recommended the creation of Urban Regeneration Companies (URCs) as a mechanism for delivering new investment into areas of economic decline, and to drive forward the regeneration of particular areas. Consequently, this recommendation was adopted by the Government and English Partnerships then developed the URC model with the first three pilot URCs being established in 1999. URCs are independent private companies that aim to achieve physical transformation of deprived and run-down urban areas through master planning and coordinating funding and investment to developers from the public and private sector. The URCs were funded by English Partnership and the Regional

Development Agencies (Tallon, 2010).

Following the early success of the pilot URCs, the Urban White Paper in 2000 (Department of the Environment, Transport and the Regions, 2000) proposed the creation of a further 12 URCs. However, there was no government limit on the number of URCs and the principle was that they must fit with the relevant Regional Economic Strategy and local circumstances and would be supported by the relevant Regional Development Agencies (OPDM, 2004).

McCarthy (2007) discusses that early evaluations of the URCs in England indicated that they were able to increase the confidence of the private sector to invest in defined areas through the promotion of better management regimes. This ensured the commitment to joint working amongst the key decision-makers and brought about early actions as the basis for growth. Concerns were raised however, when the Urban Task Force's report *Towards a Strong Urban Renaissance* (Urban Task Force, 2005) indicated that the Urban Regeneration Companies that had been established lacked the necessary powers to fulfil their roles.

#### ***2.4.2.4 Sustainable Communities (2003/2007)***

The original Sustainable Communities Plan was set out in the Office of the Deputy Prime Minister's document *Sustainable Communities: building for the future* (ODPM, 2003). This Plan sets out a long-term vision to address problems of housing shortage, affordability and abandonment and it revolved around the three core sustainable aims of a healthy environment, a prosperous economy and social well-being (Power, 2004; McCarthy, 2007). The Plan lists the key requirements of sustainable communities. Firstly, a flourishing local economy which offers jobs and wealth is required and, secondly, a sustainable community is one in which local people, organisations and business play a key role in both

planning and 'long-term stewardship' (ODPM, 2003:2). In addition, social well-being, social and democratic inclusion and safety are seen as further essential elements of a sustainable community (Tallon, 2010).

The Plan incorporated New Labour's urban renaissance ideas, such as higher density, greater use of existing buildings and higher quality, etc. (Power, 2005). Most of these recommendations were adopted and have been accepted with little debate, however, critics demonstrated that the concept of mixed communities could be controversial and contested (Bromley et. al., 2005; Bailey et. al., 2006; Roberts, 2007). The key initiatives of the Plan included the development of four growth areas in the South East of England and the creation of Housing Market Renewal Pathfinders in the North of England (Shaw and Robinson, 2010). More recently, the updated Sustainable Communities Act (2007) reflects the new agenda that plans should involve communities in developing a shared view of sustainable patterns of local development (ODPM, 2005).

## **Summary**

This chapter has reviewed the continuities and changes in central government's urban regeneration policy in England over past 60 years. The period between 1945 and 1979 was the time that urban policy shifted from a physical approach to an area-based focus. Then during the 1980s, urban policy saw a move towards private sector involvement and was more about economic profit and property/market-led regeneration was promoted and there was a focus on private-public partnerships. Urban policy in the 1990s saw significant changes from the 1980s. The Government aimed to produce more competitive urban regeneration by encouraging competitive bidding for urban funding. From 1997, New Labour's urban policy saw a move towards increased and real community involvement in urban regeneration. Each period of urban regeneration policy is typified by its own character together with both positive and negative outcomes and relative successes and failures. As Turok (2005: 61) argues, "... some of the weaknesses of urban policy were operational in nature related to particular policies or programmes, and other criticisms were wider and strategic in nature."

The purpose of reviewing central government's urban policies through the second half of the 20<sup>th</sup> century through to the more recent New Labour policies and initiatives is to establish a comprehensive context by examining the major shifts in approach, aims and implementation that help to develop an understanding of the waves in regeneration in historic urban quarters.

## **CHAPTER 3: REGENERATION IN HISTORIC URBAN QUARTERS IN ENGLAND**

### **Introduction**

This is the second chapter of Part I Literature Review and there are two main sections. The first section reviews the development of regeneration in historic quarters in England by assessing the four key stages that have been identified through the literature review: preservation; conservation and rehabilitation; revitalization; and sustainable regeneration. The second section reviews the mainstream research work that has been undertaken on regeneration in historic urban quarters in England and an assessment model is then developed based on previous scholars' contributions.

### **3.1 Development of Regeneration in Historic Quarters in England**

Tiesdell et. al. (1996) classified the development in historic quarters since the 1960s into three waves. The first wave focussed on the preservation of the existing buildings and physical fabric, the second wave was concerned with conservation and the third wave concentrated on the revitalisation of the quarters. The regeneration of many historic urban quarters in England can generally be considered to still be in this third stage of revitalization. The policy and guidance published in the past decade has, however, shifted towards a focus on the evaluation and assessment of regeneration impacts. As some researchers have discussed, the UK has one of the longest histories of urban regeneration

programmes and for the past two decades has been at the forefront of developing evaluation processes to review and assess this activity. It could, therefore, be argued that we have moved into a fourth wave, which involves sustainable strategies based upon this evaluation and assessment (Beswick and Tsenkova, 2002; Carley et. al. 2000).

### **3.1.1 First Wave: Preservation**

The first wave of historic preservation policies was aimed to protect individual buildings, structures and other artifacts because of their special meaning to local, national or regional history. The key term of this wave was ‘protection’ and the approach was very much reactive to previous damage and deterioration. In other words, in terms of historic urban quarters, the focus was often of stopping further decline or degradation of key historic buildings (usually Grade II or Grade I listed buildings) rather than giving too much consideration to the future of these legacies. For instance, in most cases, religious buildings such as churches and cathedrals were carefully preserved. However, these initial preservation policies were significantly limited in effect, as they rarely considered the surrounding context of these key buildings. As such, there was little attention paid to the existence of, for example, inappropriate development nearby that may visually or contextually damage to the protected building (Tiesdell et. al. 1996).

### **3.1.2 Second Wave: Conservation and Rehabilitation**

Concerns around the absence of area-based preservation policies, which could protect the settings of important historic buildings or even particularly important pieces of townscape led to the second wave of activity in historic urban quarters, that of conservation and rehabilitation. First of all, the Civic Amenities Act (1967: 3) legally defined the term ‘conservation area’ in English planning law as “...an area of special architectural or historic interest, the character of which it is

desirable to preserve or enhance”.

This was the first official recognition of the importance of historic areas and the first time that local authorities were granted the power to designate Conservation Areas. Encouragingly, this Act for the first time recognized the importance of historic buildings and their surrounding physical environment being considered as a whole. Significantly, it also recognised the need for sensitive development rather than solely preservation in these historic areas. Another important impact of the Civic Amenities Act was that many more ‘everyday’ historic buildings that may not be considered special in their own right but that contribute significantly to the wider townscape then came under conservation control.

Another aspect of the second wave was rehabilitation due to the economic stagnation following the property market collapse in the early 1970s. Subsequently, very limited attention was given to redevelopment since planners considered prevention as the easier and necessary short-term approach compared with the unlikely prospect of redevelopment. Burtenshaw et. al. (1991) also observed that in some areas the broadening focus on a wider range of historic buildings has also created some difficulties. Indeed, the failure to find new uses for some of these buildings could result in parts of the city becoming an open-air museum rather than a functioning urban place. Thus, the need to consider an appropriate and active economic use for protected buildings as well as the functional characteristics of areas was important in conservation areas.

The second wave saw the move from preservation to conservation and a new concern with area-based approaches, however, issues such as economic viability and vitality stimulated a move towards the third wave of revitalisation identified by Tiesdell et. al. (1996).

### **3.1.3 Third Wave: Revitalisation**

After the second wave of conservation of conservation in historic urban quarters the motivation moved towards a concern for the revitalization of these unique urban townscapes. It was recognised that purely preservation or conservation strategies weren't going to offer a sustainable long-term future for these areas and they also needed to be functionally and economically viable. The protection of these historic urban areas through growth management, therefore, acted as the catalyst for the third wave of regeneration. In this stage, policies and guidance applied in historic urban quarters had to be sensitive to the unique environment and context whilst also being proactive in terms of moving towards a new functional and economic base. Moreover, the challenge for policies during this period was therefore, around the managing the balance between conservation, economic development and environmental quality. In addition, there were several key themes that emerged during the practice of historic quarter revitalization in different cities. Indeed, Tiesdell et. al. (1996) identified a raft of different revitalisation strategies such as housing-led, tourism/culture-led, and retail-led, etc. dependant often on particular circumstances or opportunities in specific cities.

### **3.1.4 Fourth Wave: Assessment, Evaluation and Sustainable Regeneration**

It is obvious that in the past decade, more and more attention quarters in published policies and guidance has been focussed upon the impact assessment of regeneration outcomes in historic. For instance, English Heritage delivered a series of checklists for 'good practice' in historic regeneration since 2005 (English Heritage et. al., 2005). In addition, the new Planning Policy Statement (PPS) 5: Planning for the Historic Environment published by the Government in 2010 also has a focus on finding an effective approach based on good practice in the regeneration of historic quarters (DCLG, 2010). PPS 5 replaced *Planning Policy*

*Guidance 15: Planning and the Historic Environment* (PPG15) and *Planning Policy Guidance 16: Archaeology and Planning* (PPG16). In addition, increasing attention has been placed on the sustainability of urban regeneration in historic urban quarters. This is predominantly a reaction to many ‘quick-fix’ solutions that proliferated in early regeneration efforts not securing the long-term future of these quarters.

## **3.2 Legislative Framework and Research Documents**

This section will focus on reviewing the role and relative success of legislative frameworks and the major research documents related to regeneration in historic urban quarters from mid-1990s.

### **3.2.1 Legislative Framework**

#### **3.2.1.1 Development**

The main legal requirements affecting the conservation/regeneration of historic urban quarters were firstly set out in the *Planning (Listed Buildings and Conservation Areas) Act 1990* (Department of the Environment, 1990a). This Act established controls over listed buildings. It focused on special controls in respect of buildings and areas with historic character and gave local authorities power to establish detailed requirements in respect of the information it expects to receive in support of applications for listed building consent (Mynors, 2006). The Planning Act 1990 was supplemented by various other Government guidance documents. For England, these included: *Planning Policy Guidance Notes (PPG) 16: Archaeology and Planning*, and *PPG 15: Planning and the Historic Environment*. PPG 16 and the PPG15 were subsequently replaced by *Planning Policy Statement (PPS) 5: Planning for the Historic Environment* in March 2010. These policies

provide the Government's interpretation of planning law in historic areas.

PPG 16 was introduced in 1990 and it set out the Government's guidance on archaeological remains on land and how they should be preserved and recorded. It stressed the importance of the evaluation of a site for its archaeological potential in advance of development in order to inform future management decisions (Strange and Whitney, 2003). Critics have argued that PPG 16 was only guidance to planners and did not have the full force of law. Without full legal status it lacked the power and reach of measures safeguarding similar environmental issues (English Heritage, 2000a). The Department of Environment and Department of National Heritage issued PPG 15 in 1994. It outlined central government policy and provided advice to local authorities, applicants and other interested parties on the operation of the planning system in relation to the historic built environment. In particular, it gave local authorities the jurisdiction to demand detailed information in order to make assessments of the impact of proposed changes to the historic environment prior to determining applications (English Heritage, 2000a). Despite its potential, evidence suggests that the interpretation of PPG 15, particularly in regard to building assessments and justification of proposals, was extremely varied, and that many local planning authorities did not make full use of the advice contained in PPG 15 (English Heritage, 2000a; Strange and Whitney, 2003).

Planning Policy Statement 5 (PPS 5) was published in 2010. PPS5 amalgamated PPG 15 and PPG 16 and outlined the Government's policy for town planning in relation to the 'historic environment' (redefined as 'a listed building or a below ground archaeological site') (CLG et. al., 2010). PPS 5 is legally binding and its consideration is a requirement for all planning applications (CLG et. al., 2010; Foxall, 2010; Burke, 2011). Although PPS 5 represents a positive step in the effective management of the historic environment, there have still been concerns

about its effectiveness. PPS 5 requires a designation of the ‘significance’ of ‘heritage assets’ and how this will affect their treatment during the development process and there can clearly be some subjectivity in this decision. Also, despite offering wider policy protection there is no new controls with which to enforce this. In addition, PPS 5 is not well-integrated with other policy initiatives and does not include the wider socio-economic issues (Foxall, 2010; Taylor et. al., 2011). The National Planning Policy Framework replaced PPS 5 in March 2012 (DCLG, 2012). The National Planning Policy Framework sets out the Government's planning policies for England and is key to the government's reforms to make the planning system less complex and more accessible. The Framework acts as guidance for local planning authorities in its proactive (drawing up plans) and reactive (making decisions about planning applications) processes.

### ***3.2.1.2 Reviewing the Success of Policy***

A number of research publications have reviewed the effectiveness of policies and initiatives that have impacted upon the conservation and urban regeneration of historic urban quarters in England. Indeed, English Heritage have examined the impact of grant schemes for heritage-related projects such as many of those in historic urban quarters and highlighted best practice examples (English Heritage, 1999 & 2002). Later, in 2003, the Government undertook a thorough review of the legislation that protected the historic environment through its *Protecting Our Historic Environment: Making the System Work Better* document (DCMS, 2003). This consultation paper examined the reforms to the statutory system controlling the historic environment and identified four major areas for improvement: (i) a need to simplify the complex protection systems; (ii) a need to make the processes more open; (iii) a need to make the designation and consent systems more flexible; and (iv) a need to ensure the system was robust enough to conserve the best heritage and to continue to take on board changes in what people value. In 2004,

the Government published the results of its 2003 review and consultation in its *Review of Heritage Protection: The Way Forward* (DCMS, 2004a). Its primary recommendation was that there should be a new system of designating historic assets through integrating listing buildings, etc. into a unified heritage protection system.

By the early 2000s, many urban heritage projects had been funded by the Heritage Lottery Fund and in 2004, they produced a review of the highlights of these projects (Heritage Lottery Fund, 2004). The report *New Life: Heritage and Regeneration* focused on its grant programmes most relevant to regenerating places and included its Heritage Grants Programme; Townscape Heritage Initiative; Conservation Area Partnership; and Repairs Grants. The Lottery Fund has supplied considerable grant funding to urban projects across the country since its launch in 1994.

A 2004 report, *Culture at the Heart of Regeneration* (DCMS, 2004b) undertook a broad ranging review of the regenerative effects of large cultural buildings as well as smaller community initiatives. The report tried to assess the economic and social benefits of cultural regeneration, and posed a series of questions that were designed to build up the body of evidence and to engage a wide range of stakeholders. This was complemented by a Government report, *The Role of Historic Buildings in Urban Regeneration*, which set out the Parliamentary Select Committee's findings on how historic buildings contribute towards urban regeneration. The report gathered views from a range of interested parties and formulated a set of conclusions and recommendations (ODPM, 2004b). The report focused on the contribution of historic buildings in regeneration in terms social, economic and environmental benefits whilst also identifying issues related to skills shortages, land ownership, financial incentives and disincentives together with over

complicated approval regimes.

English Heritage, an executive non-departmental public body of the Government, has always been at the forefront of advising on the care of the historic environment. As such, it has produced numerous guides that have played a key role in informing practice in historic urban quarters. There *Heritage Works – A Practical Guide To The Role Of Historic Buildings in Regeneration* was an excellent case study-based examination of heritage-based regeneration (English Heritage, 2005a). The guide identified the critical success factors that made projects work together with the common problems that threatened success. Some of the important lessons that they highlighted were the ways to manage risk and how to offer guidance on best practice in heritage-based regeneration schemes. English Heritage have continued to produce detailed and specific guidance that informs urban regeneration where it relates to historic urban quarters with reports that cover areas like the sensitivity of social and economic regeneration, and the impacts of retail development in historic areas (English Heritage, 2005b & 2005c). Nevertheless, despite considerable best practice material and guidance, Ela Palmer Heritage (2008: 30) identify a significant gap in terms of being able to evaluate the success of such projects: “There is a distinct lack of quantitative evaluation concerning social impacts..., throughout not only heritage-led regeneration projects, but also more general built environment regeneration and development projects.”

### **3.2.2 Research on the Regeneration of Historic Urban Quarters in England**

#### **3.2.2.1 Research Documents**

Recently, there is an increasing interest on regeneration impact assessment among both government and individual observers. Furthermore, the number of the

published research works that have focused on evaluating regeneration in historic urban quarters has significantly increased since the beginning of this century (Jones and Evans, 2008; Punter, 2010). These have established that in order to examine the impacts and outcomes of a regeneration project, the criteria of success should be established beforehand.

Both government agency and academic research during the past decade has attempted to verify the criteria of a good urban regeneration practice (English Heritage, 2005a; McCarthy, 2007). The leading approach among the researchers was that of examining one or several of previous case(s) in order to develop a checklist or guidance for future good practice; or a 'not-to-do' list in the case of failed examples. In addition, the use of an assessment model to evaluate projects has also emerged in much contemporary research. This wasn't previously a common approach, but these assessment models have been developed by researchers to examine the impacts and outcomes of urban regeneration. In order to find and confirm the gaps in the research, key policies, reports and texts are reviewed in this section.

Tiesdell et. al. (1996) explained in their book *Revitalizing Historic Urban Quarters* that successful revitalization in urban historic quarters manifests itself in physical, economic, and social terms. This seminal book was unique in that it drew attention to a new research topic: the value that good regeneration could add to historic urban quarters. Although each regeneration project is unique, English Heritage believes that there are lessons that are common to successful heritage-led regeneration schemes. As such, they firstly developed a report of *The Heritage Dividend: measuring the results of heritage regeneration* in 2002, and then in 2005, a checklist in *The Use of Historic Buildings in Regeneration: a toolkit of good practice* which advised on successful heritage-led regeneration (English Heritage,

Royal Institute of Chartered Surveyors & British Property Federation, 2005). Cullen (2006) also published a key paper the *Identification of Good Practice in Heritage-led Regeneration*, which examined the outcomes of the successful Grainger Town revitalisation project in Newcastle.

Many strategies for the revitalisation of historic urban quarters have quite naturally focussed promoting the cultural dimensions of the area. Montgomery (2003) concluded that the elements of a successful cultural-led regeneration in historic quarters included: indicators of good cultural activity; an urban cultural fit; and also be flexible, highly adaptive with the ability to embrace change, new ideas, and new ways of doing things. Evans and Shaw (2004) also highlighted the potential synergies in the relationship between culture and regeneration by examining three examples, including both good and bad case studies. They also implied that culture-led regeneration is less likely to fail because by definition they are continuous and adaptable. Evans and Shaw (2004) concluded that most existing toolkits for urban regeneration are not used or easily operationalized often due to the lack of holistic and integrated approaches that can be applied to cultural-led regeneration. These findings suggest a need for simpler common measurement indicators. Later, Miles (2005) suggested that a successful culture-led regeneration strategy should offer a diverse range of new experiences, juxtaposing aspects of the art, night-life and culture; and importantly develop people's sense of belonging. His findings and proposals were based on research conducted in Newcastle and Gateshead's Quayside quarter.

Besides the heritage-led and culture –led regeneration in historic urban quarters, there were also a few cases of retail-led and social/ economic-led regeneration attempts during the past decades. For retail-led regeneration in historic quarters, English Heritage (2005c) provided a checklist for successful retail development in

historic areas drawing on both the principles for new development in historic places (English Heritage and CABE, 2001) and the examination results from ten case studies. For those social / economic-led regeneration practices, guidance and advice were offered by English Heritage (2005b) in the booklet *Regeneration and the Historic Environment: heritage as a catalyst for better social and economic regeneration*. In addition, a checklist with ten key points was set out for future development.

Ela Palmer Heritage (2008) also published an important publication *The Social Impacts of Heritage-led Regeneration* that illustrated important ‘not-to-do’ lessons that should be learned from such projects. It suggested that one of the key missing components of many heritage-led regeneration was the failure to evaluate the social impacts of interventions. The report suggested that there has generally been no such requirement for social impact evaluation as these have often not been seen as particularly relevant. They also concluded that very rarely have any resources been made available to undertake such evaluations.

### ***3.2.2.2 Assessment Models for Regeneration in Historic Urban Quarters***

This section will review four different approaches to developing an assessment model for regenerating historic urban quarters. First, Doratli’s SWOT model will be considered; secondly, CABE and DETR’s analytical framework will be evaluated; third, English Heritage’s appraisal model will be analysed; and finally, Mutlu’s assessment model will be reviewed.

#### **Doratli’s SWOT Model**

Doratli (2000) developed an original SWOT model to examine revitalization in historic urban quarters (see Appendix 1). Firstly, she identified obsolescence and development dynamics as two contextual attributes of the revitalization of historic

urban quarters and then proposed an assessment model based on these attributes. She then tested the proposed model by examining examples of revitalization projects in historic urban quarters. Based on the results of this research, Doratli (2005: 770) claimed that: “The success of the revitalization projects is strongly dependent on the connection set up between the prevailing circumstances in any specific historic urban quarter in terms of the type and level of obsolescence and development dynamics, and the most appropriate strategic approach to achieve its economic revitalization”.

This model was further refined in a follow up piece of research to create a new revised SWOT model (Doratli et. al. 2004). This model focused on the strengths, weaknesses, opportunities and threats of the revitalization of historic urban quarters to determine the most relevant strategic approach for long-term and sustainable revitalization. The new SWOT model includes the following stages:

- 1) **Analysis:** This is the most important stage since key constraints, opportunities and full potential of the specific settlement is determined through SWOT analysis technique.
- 2) **Vision, goals and objectives:** At this stage, background of current status (vision), expectation of development (goals) and the key players (objectives) are set out.
- 3) **Development of planning strategies:** At this stage a general framework for road map for the actions through planning strategies are developed.
- 4) **Design principles & guidelines:** since the model is targeting a specific historic area / traditional settlement, at this stage design principles and guidelines have to be determined.
- 5) **Action plans:** An important stage of strategic planning, since all activities and all responsible stakeholders are determined.
- 6) **Monitoring and feedback:** monitoring and control of implementation activities

to avoid possible mismatch between the implementations and plans.

In addition, Doratli et. al. (2007) suggested that it is necessary to keep all the time in line with this SWOT model as well in order to achieve its full potentials.

### **CABE and DETR's Analytical Framework**

The Commission for Architecture and the Built Environment (CABE) and the Department of the Environment, Transport and Regions (DETR) developed an analytical framework to evaluate the value of urban design to regeneration projects (CABE & DETR, 2001). The primary purpose of this framework was to define the relationship between urban design and value and to examine the premise that good urban design can add value to a project. In order to identify the criteria for the good urban design, CABE and DETR reviewed existing literature to establish the key 'urban design performance criteria' that can be used to measure design characteristics (see Appendix 2). Then, an analytical framework was developed to "assess and measure the value of good urban design" (see Appendix 3) (CABE & DETR, 2001: 6). This framework then examines the outcomes of an urban design project in terms of three main aspects:

- a) **Economic Viability:**
  - economic performance of investment: rental values, vacancy rates, etc.;
  - operational performance: management cost, accessibility, etc.;
  - production: infrastructure cost, etc.; and
  - area regeneration/viability impact: local property value, area revitalization, etc.
- b) **Social Benefit:** identity, place vitality, safety, facilities, etc.
- c) **Environmental Support:** accessibility, traffic generation, environmental impact, etc.

### **English Heritage's Appraisal Model**

English Heritage (2005e) has also developed an appraisal model in this case for measuring the impact of heritage projects in its own heritage work. Indeed, *A Model Brief for the Commissioning of Work to Assess Historical Significance in Areas of Housing Renewal* helped English Heritage to have criteria to evaluate their conservation projects. Significantly, the model recognised the principle that “...historic housing helps to define an area’s sense of place and meaning” (English Heritage & CABE, 2008: 7). The English Heritage model identifies two key phases, also known as “scales of assessment” in their brief:

1. An extensive assessment is prepared to offer an overview of the whole area and designated to establish strategic decisions; and
2. An intensive assessment is designed to provide specific information regarding the selected zones. This information then informs “...the regeneration of individual neighbourhoods, streets and associated buildings” (English Heritage and CABE, 2008: 7).

Morris, Dawson and Garrand (2008) suggest that the necessary information required by the English Heritage brief includes an analysis of the areas historical development, the mapping and the assessment of significant character areas, and advice on how to integrate the heritage advantage within the scheme for renewal. Moreover, in the brief, English Heritage (2005e) outline a series of steps to conduct an evaluation of heritage projects based on their model:

1. Establish the indicators to be evaluated and the methodology for measurement clearly linking objectives and targets;
2. Assess the baseline conditions and the natural shift in these conditions as a reference point for determining the actual impact of the intervention;
3. Compare the outcomes with proposed targets;
4. Present the results and recommendations; and
5. Disseminate and use the results and recommendations.

### **Mutlu's Assessment Model**

More recently, Mutlu (2009) has designed a similar assessment model for the evaluation urban regeneration projects (see Appendix 4). Within this assessment model, urban regeneration programmes are evaluated based on two aspects: regeneration outcomes and regeneration process. Firstly, regeneration outcomes are catalogued and examined against four different outcomes:

- **Physical:** identifying and evaluating site properties; improvement of living standards; promotion and integration of heritage conservation into modern life; reviving of the public realm, etc.;
- **Economic:** analysing the economic potential of the site; creation of new jobs; development of multi-functional economic activities; promotion of funds and economic international relationships ,etc.;
- **Social:** providing of shelter, health services and education opportunities; eradication of rural poverty; protection of cultural identity and an inclusive respect for lifestyle, etc.; and
- **Ecological:** increasing public awareness on ecological issues; support for sustainable development; sustaining international collaboration for natural conservation, etc. (Mutlu, 2009).

Secondly, the process of urban regeneration is examined. In this stage, the innovations in the regeneration process, such as development of the planning approach and improvement of the decision-making process is tested by the model.

### **3.2.2.3 Conclusion of the Research Review**

The review of existing research, policies, guidance and evaluation and assessment models highlights a number of successful approaches to understanding and analysing the success of the regeneration of historic urban quarters. However, perhaps more significantly it also identifies a number of existing inherent

weaknesses, which are summarised in this section. This review demonstrates that although various examinations and evaluations of urban regeneration have been conducted in the past decade or so, very limited work has been carried out particularly on the effectiveness of urban regeneration policy in relation to historic urban quarters. One example is that a large number of studies in the literature aim to provide criteria for different types of urban regeneration based on previous experience of good practice. In other words, evaluation studies in this review tend to pay more attention to the potential success of the future practice rather than the effectiveness of present urban policy.

It is clear from a review of the checklists and guidance for all kinds of regeneration strategies that there are no common criteria for determining the success of mixed-use regeneration in historic urban quarters. As previously discussed in the review of assessment models, there is a trend for some researchers to evaluate urban design programmes using particular models. The first instance is Doratli (2000) who establishes a SWOT model in order to determine the most relevant strategic approach for long-term revitalization. The Commission for Architecture and the Built Environment and the Department of the Environment, Transport and Regions (CABE & DETR, 2001) also developed an assessment model "...to examine the value added by good urban design". Later, in 2005, English Heritage developed a performance appraisal model brief for measuring the impact of heritage renewal projects. Subsequently, Mutlu (2009) designed an assessment model, which focused on assessing both the urban regeneration outcomes and the regeneration process. Despite none of these models focussing upon evaluating the effectiveness of urban regeneration policy in historic urban quarters, they do offer opportunities to adapt their methods to examine policy effectiveness within historic urban quarters by analysing the outcomes.

### ***3.2.2.4 Developing a Model for Examining Urban Regeneration Policy Effectiveness in Historic Urban Quarters***

In order to examine the effectiveness of urban regeneration policy by analysing the outcomes of existing regeneration practice, the first step is to define urban policy, urban regeneration and their relationship. Tallon (2010) defines the causal relationship between urban regeneration and urban policy by stating that urban regeneration is a significant component of wider urban policy, which is not necessary exclusively concerned with regeneration. Indeed, in broad terms, urban policy relates to urban areas and urban process, and also to the population who live in these urban areas together with the resolution of urban problems. Roberts and Sykes (2000) also note this wide scope and suggest that urban policy is a course of action adopted and pursued by the government and that it is an approach, method, practice, and code of conduct. As such, urban regeneration needs to be seen as the outcome of the interplay of the above processes.

The outcomes of urban regeneration could be used as the indicators to examine urban policy effectiveness. As Badescu (2009) points out in his evaluation study on urban regeneration, the outcomes of good practice could be used as the indicators for an evaluation test. Another relevant example is the model established by CABE & DETR (2001) that uses data from previous successful urban design projects to examine the performance of new urban design proposals.

It is clear, however, that there is no existing model, which is specific for examining policy effectiveness in the regeneration of historic urban quarters' regeneration. However, regeneration in historic urban quarters is only one typology of urban regeneration and therefore models developed for other regeneration typologies can be adapted to suit the specific needs of assessing outcomes in such quarters. As such, although none of the four models reviewed in

this chapter is precisely designed for historic quarters' policy assessment, some factors - such as the structure, the indicators and the method of assessment - are similar and can be reinterpreted. Therefore, after analysing all models, an integrated assessment model for assessing urban regeneration in historic urban quarters is established (see Table 3.1). This model has been informed by the models and assessment tools reviewed in this chapter and focuses upon three broad categories for outcome assessment: physical, economic and social factors. To specifically evaluate historic urban quarters the model then has a number of sub-criteria that have been informed by the literature review. In addition, case study specific criteria can also be inserted to evaluate the outcomes of the original aims and objectives of urban regeneration activity in a specific quarter (this will be discussed further in subsequent chapters).

	CRITERIA (INDICATORS)	EVALUATION*
<b>Physical Outcomes</b>	Improving the built environment to attract new functions.	
	Promoting and integrating heritage conservation in modern life.	
	Providing inclusive & quality public space (including public realm such as street furniture).	
	Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection).	
<b>Economic Outcomes</b>	Protecting and promoting local economic activities (e.g. traditional jobs).	
	Encouraging multi-functional economic activities.	
	Stimulating investment.	
	Generating employment.	
	Increasing land (rent) values and reducing vacancy levels.	
<b>Social Outcomes</b>	Retaining population and bring new people to the area (residents and workers).	
	Protecting and enhancing cultural identity.	
	Enhancing neighbourhood and social cohesion.	

Table 3.1 An Assessment Model for Examining Policy Effectiveness in Historic Quarters.

\*The evaluation results will be: (√) the criterion was implemented; (X) means the opposite; (P) was approved partially; (N) NA- not applicable

## **Summary**

The regeneration of historic urban quarters in England was reviewed including the major development of historic quarters' regeneration, the legislative framework and major research documents. In addition, in order to understand the evaluation process some urban regeneration assessment models were reviewed and the possibility of evaluating policy effectiveness by assessing urban regeneration outcomes is proved. Moreover, as a result of analysing four existing assessment models, an integrated urban regeneration outcome assessment model was proposed specifically for evaluating policy effectiveness in the regeneration historic urban quarters. This model will then be developed further in relation to the specific case studies in this research thesis.

## **PART II - METHODOLOGY:**

### **CHAPTER 4: RESEARCH METHODS**

#### **Introduction**

This chapter will focus on the research methodology. Therefore, the potential research methods for addressing the research questions in this thesis will be considered in this chapter. In order to clearly describe each approach, there will be three sections. The first section will review the relative merits between qualitative and quantitative research approaches in relation to the aims of this thesis. Having analysed the strengths and weaknesses of these potential approaches this section will also justify the selection of qualitative methods. Then, in section two, the applications of these qualitative research methods will be explored in more depth and the selection of the particular methods will be explained. Finally, case study research methods will be analysed in more detail in the final section including its definition, development and how it will be conducted in relation to this research.

#### **4.1 Research Methodology Review**

##### **4.1.1 Research Methodology: Qualitative vs. Quantitative**

In order to select the adequate methodology to address the research aims of this thesis, the characteristics of a range of research methods will be reviewed. Typically, there are three fundamental methods in social science research these being qualitative, quantitative, and mixed methods. Many authors have outlined the specifics and relative merits of these methods in different research practice.

Bryman (2008) and Creswell (2007), for example, both review and summarise the fundamental and common differences between qualitative and quantitative research. Based on a review of both Bryman's (2008) and Creswell's (2007) work a comparison between qualitative and quantitative research is compiled in, Table 4.1. This attempts to integrate most of the key characteristics and illustrate the major differences between these two most common research methodologies

#### **4.1.2 Research Methodology in This Research**

Taking both quantitative and qualitative research characteristics into account, it is obvious that the nature of the research question(s) is the key factor that should define the selected research methodology and method(s). A qualitative research question tends to be inductive and focus on a phenomenon whereas quantitative research is normally considered to be deductive. In short, as Denzin and Lincoln (2005) point out, qualitative research methods are used to analyse "how" and "why" questions while quantitative methods are more adequate for "what" questions.

As previously discussed, the research purpose of this thesis is to find out why (or why not) urban regeneration policy in historic urban quarters in England during the period from 1997 to 2011 has been effective. Therefore, the research in this thesis is comparatively inductive and in this case, qualitative approaches are selected and employed over quantitative ones. It is recognised that some use of quantitative methods in this research would enable a more thorough evaluation of the successes and failures of urban regeneration in historic urban quarters. However, following an initial appraisal it was deduced that the availability of data is patchy certainly within the resources available to conduct this thesis. Possibilities for integrating further quantitative methods with this work in potential future related research projects will be speculated upon in the concluding chapter.

	<i>Differences</i>			<i>Similarities</i>	
	<i>Fundamental</i>		<i>Common</i>		
	<i>Principle orientation to the role of theory in relation to research</i>	<i>Epistemological orientation</i>	<i>Ontological orientation</i>		
<i>Quantitative</i>	Deductive; testing of theory	Natural science model, in particular positivism	Objectivism	Numbers; Point of view of researcher; Researcher distant; Theory testing; Static; Structured; Generalization; Hard, reliable data; Macro; Behaviour; Artificial settings	Both are concerned with: <ul style="list-style-type: none"> <li>• Data reduction;</li> <li>• Answering research questions;</li> <li>• Relating data analysis;</li> <li>• Variation;</li> </ul> Both treat frequency as a springboard for analysis.
<i>Qualitative</i>	Inductive; generation of theory	Interpretivism	Constructionism	Words; Point of view of participants; Researcher close; Theory emergent; Process; Unstructured; Contextual understanding; Rich, deep data; Micro; Meaning; Natural settings	Both seek to insure the deliberate distortion does not occur.  Both argue the importance of transparency.  Both must address the question of error.  Research methods should be appropriate to the research question.

Table 4.1: Differences and Similarities between Qualitative and Quantitative Research Strategies

Based on a review of Bryman (2008) &amp; Creswell (2007)

## **4.2 Qualitative Research Methods**

Having selected a qualitative methodology, this section will focus on the choice of appropriate research methods (also known as approaches to inquiry) to be applied in this research.

### **4.2.1 Applications**

Qualitative methodologists have developed various approaches of inquiry during the past two decades. For instance, Creswell (2007) presents a summary of all the representative approaches that have been mentioned by authors since the late 1980s. More recently, Marshall and Rossman's (2010) present a table of historical typologies of qualitative research. To summarise this, Table 4.2 integrates both Creswell and Marshall & Rossman's work, with an emphasis on the development of applications that can be utilised in social science research. In addition, some applications specifically focused on architecture research approaches outlined by Groat and Wang (2002) are incorporated to make the summary table more relevant to the research in this thesis.

### **4.2.2 Five Common Approaches**

The summary presented in Table 4.2 clearly highlights that the most frequently implemented approaches are: Narrative Research; Phenomenology; Grounded Theory; Theory Ethnography; and Case Studies. The characteristics of the above five qualitative research approaches have been carefully summarised by Creswell (2007) and are presented in Appendix 5. These characteristics cover several dimensions, such as the research focus, the type of research problems addressed, the discipline background, the unit of analysis, the forms of both data collection and analysis, and the structures of final written reports (Creswell, 2007).

<i>Authors</i>	<i>Qualitative approaches</i>	<i>Key contributions</i>
Atkinson, Delamont, & Hammersley (1988)	Anthropology; Neo-Marxist ethnography; Sociolinguistics; Symbolic Interactionism; Ethnomethodology; Democratic evaluation; Feminism.	<ul style="list-style-type: none"> <li>• The first time qualitative methods applied in social science research.</li> </ul>
Denzin & Lincoln (1994)	Case studies; Ethnography; Phenomenology; Ethnomethodology, Interpretative practices; Grounded theory; Biographical; Historical; Clinical research.	<ul style="list-style-type: none"> <li>• Foundation of modern qualitative methodology.</li> <li>• Case study method was introduced to social science qualitative researchers.</li> </ul>
Miles & Huberman (1994)	Approaches to Qualitative; Data Analysis; Interpretivism; Social anthropology; Collaborative social research.	<ul style="list-style-type: none"> <li>• The concept of data analysis and collaborative social research.</li> </ul>
Creswell (1998)	Ethnography; Phenomenology; Case study; Biography.	<ul style="list-style-type: none"> <li>• More detailed case study method.</li> </ul>
Groat & Wang (2002)	Grounded theory; Ethnography; Interpretivism.	<ul style="list-style-type: none"> <li>• Applied qualitative research methods in architectural studies.</li> </ul>
Denzin and Lincoln (2005)	Performance, Critical, and Public Ethnography; Interpretative practice; Case studies; Grounded theory; Life history; Narrative authority; Participatory action research; Clinical research.	<ul style="list-style-type: none"> <li>• An updated version of previous work and became the handbook for qualitative researchers.</li> </ul>

Table 4.2: Development of Qualitative Research Methods in Social Science.

### 4.2.3 Research Methods Adopted in This Thesis

When choosing the most adequate method(s) for this research from the five most common approaches, the research questions play a critical role in the decision-making process. As discussed previously, the research strategies in this thesis focus on two aspects: on one hand, they need to explore the background information of the selected historic quarters; on the other hand, they have to examine the effectiveness of urban regeneration policies. Under these circumstances, after carefully comparison of the characteristics of all five qualitative applications (Appendix 5) it is deduced that case studies are the most appropriate research method for this thesis.

Significantly, May (2001) and Groat and Wang (2002) highlight that the unique characteristic of a case study method when applied to architectural [or urban] research is that:

- the case study focuses on the embeddedness of the case in its context;
- it has the capacity to explain causal links;
- it has multiple data sources; and
- it has the ability to generalize to theory.

These characteristics of case study research support its selection within the research in this thesis. Specifically, in undertaking this research project, data (evidence) will be collected from representative cases in historic urban quarters where urban regeneration policies have been applied. This will be completed using case study approaches such as documentary evidence, interviews and observations. This evidence will be examined by employing various analytic techniques such as pattern matching and logical models; finally, at the end of the case study, the results will be aligned with the research questions to understand the relative successes, failures and lessons that can be learned.

### **4.3 Case Study Research**

In order to employ case study methodology in this research, a brief review of its development in social science is necessary as well as a general overview of its common procedures. It is considered that the former will help understanding the common definition and principles of case study research while the latter will contribute on how to conduct it in practice (Gerring, 2007).

#### **4.3.1 Development of the Case Study in Social Science Research**

It is recorded that case study was used for the first time as a research approach for medical study in the nineteenth century. Thomas (2011) identifies how Hempel and Oppenheim were the pioneers that drew the scientists' attention to potential of the case study in 1948. Subsequently, case study approaches have been commonly applied to social science research since the 1960s (George & Bennett, 2004). As it has become a more common social science method it has become more sophisticated and significantly, Bennett et.al. (2003) note that 20 per cent of social science papers between 1975 and 2000 employed a case studies approach. It is important to understand, however, the case study is not a ubiquitous approach and as Swanborn (2010) points out that case studies are diverse in their objectives, characteristics and results. The next section will therefore, define various typologies of case study and a full review of the development of the case study in social science is presented in Appendix 6.

#### **4.3.2 The Common Definition of Case Study**

As discussed illustrated in Appendix 6, there are many different definitions/types of case study in social science research. Yin (2009) and Swanborn (2010) have both presented comparatively holistic descriptions of case study. Based on their work, a case study can be defined as in-depth research of a social phenomenon

with real-life context. It is a research framework that enables designing, data collection and analysis together with reporting and generalising. In addition, in case study research, the number of the case(s) tends to be small and the elements of the case(s) should be in their natural context and over a certain period or timeframe. A successful case study should be capable of explaining causal links and in doing so draw upon multiple sources for data collection and data analysis.

### 4.3.3 Conducting Case Studies

Having defined the case study the next stage is to map out the research process. Drawing upon the concepts established by Yin (2009) and Swanborn (2010), there are five key stages in undertaking case study research:

- **Identifying the case(s):** designing the case study. Is it a single case or multi-cases? Is it a closed or flexible design? Does it only use a case study method or mixed methods? ;
- **Preparing to collect evidence:** case study protocol is designed; candidate cases are screened and compared to identify the research subjects;
- **Evidence collecting:** evidence collecting from all or parts of the sources;
- **Data analysing:** data from each case is analysed and comparisons of cross-case data are provided; and
- **Generalising to theory from results:** arriving at conclusions. Comparing result(s) with the research question(s).

#### 4.3.3.1 Identifying the Case(s)

In identifying appropriate and relevant case studies it is important to consider three aspects: the number of cases, the flexibility of the design, and the method(s) that will be applied. Generally, as Yin (2009) identifies, multiple-case studies are preferred as there are several analytical advantages of having more than one case

study. Therefore, given the nature of the research questions in this thesis (see Chapter 1) it is deemed more appropriate to implement more than one case study. This will enable more data to be collected in order to draw comparisons and contrasts between the different cases and enable a broader understanding of the relationship between urban regeneration outcomes and policy effectiveness. The selection of the case studies to be analysed in this research is discussed at the beginning of Part III of this thesis.

Considering the research question presented in the previous chapters of this thesis, it is clear that the theory of this study is concerned with the effectiveness of urban regeneration policies. Moreover, the purpose is to find out why (or why not) the policies are effective by examining the selected cases. In this situation, the outcomes of the cases are key factors and will definitely affect the final research question and therefore, a flexible case study design is preferred.

Increasingly attention has been given to mixed methods research, which can be defined as: “A class of research where the researcher mixes or combines quantitative and qualitative research techniques, methods, approaches, concepts or language into a single study.” (Johnson & Onwuegbuzie, 2004: 17). This research will adopt a mixed method case study approach known as ‘embedded case study design’ where the case study is the major research method and other methods are conducted to collect data about the embedded units of the study. In this research, the literature review is also used as a research method; however, the case study is the main method which helps to establish a ‘real-life’ policy review. Figure 4.1 illustrates the procedure of a multiple-case study including definition, design, data collection, and analysis.

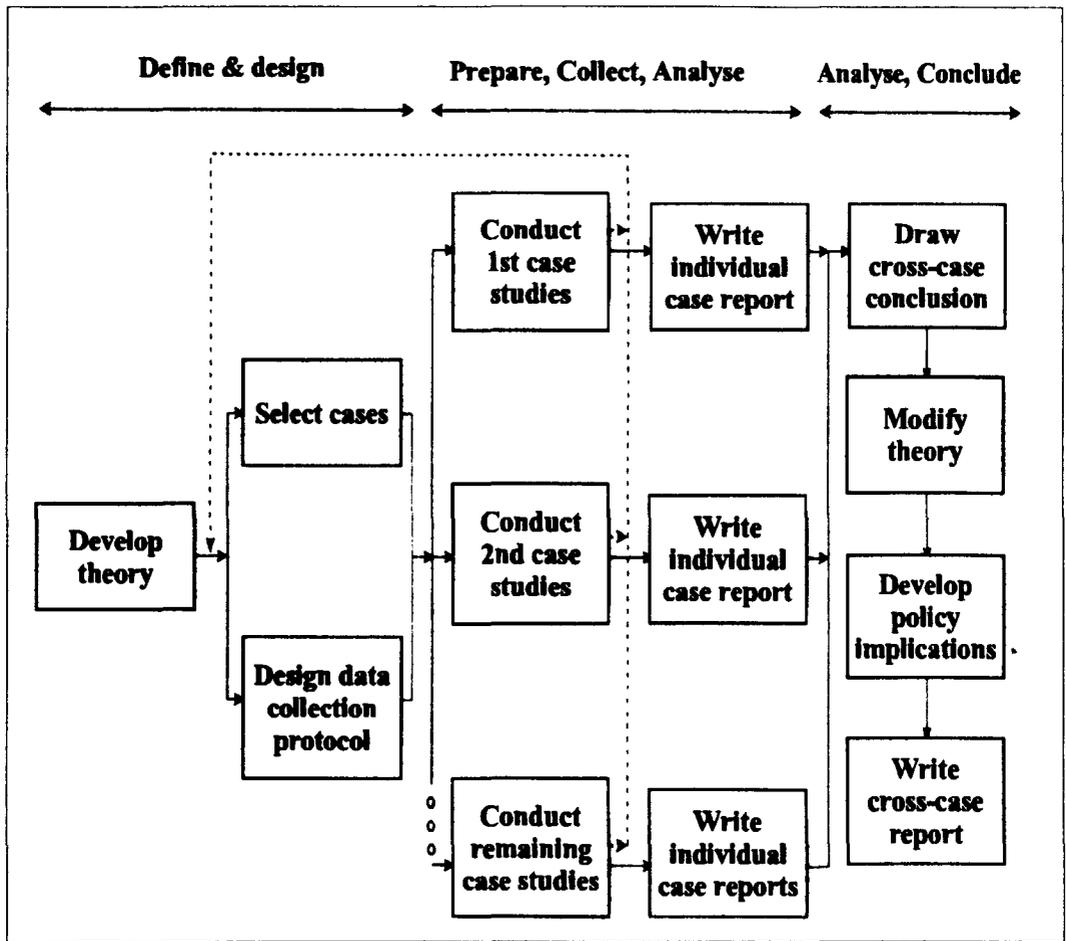


Figure 4.1: Case Study Methods.

COSMOS Corporations' Model in Yin (2009)

#### ***4.3.3.2 Preparing to Collect Evidence***

Yin (2003:67) defines the importance of case study protocol as “... a major way of increasing the reliability of case study research ...intended to guide the investigator in carrying out the data collection”. As such, it is important that the case study protocol understands that it is not only the instrument, but also the procedures, common regulations that should be followed throughout the whole case study research.

The case studies in this thesis aim to examine the effectiveness of urban regeneration policies in historic urban quarters in England during 1997 to 2010. Therefore, the background information in this situation will be the information of the selected cases, including geographic and political background, development, etc. during the specific time period. To facilitate the research in this thesis a case study protocol based on Yin’s (2009) model is prepared and presented in Table 4.3.

- A. The case study introduction and the purpose of protocol:**
1. Case study questions, hypotheses, and propositions;
  2. A theoretical framework for case study;
  3. The role of a protocol in guiding the case study investigator.
- B. Data collecting procedures:**
1. Names of site to be visited, including the name of contact persons;
  2. Data collection plan (covers the types of evidence to be expected, including the local policies; the changes occurred in past three decades; current status of the practice; the role of people to be interviewed, and any other documents to be reviewed);
  3. Preparation for site visits (identifies specific information to be reviewed and issues to be covered, prior to visiting the site).
- C. An outline of the case study report:**
1. The urban regeneration policy in operation;
  2. The effectiveness of the policy;
  3. Outcomes of practices (up to date);
  4. Regeneration context and history policies applied to the practice;
  5. Exhibits to be developed: chronology of events covering the implementation and outcomes of the practice on this site; references to relevant documents; the list of persons interviewed.
- D. Case study questions:**
1. The practical policies in operation and its effectiveness:
    - a. Describe the practice in detail, including all the policies applied, all the history attempts, etc.;
    - b. If there is any co-operations or partnerships between different authorities, such as governments, local authorities. If yes:
    - c. To what extend do they collaborate?
    - d. In what way is the policy effective?
    - e. What were the original goals for the policy?
    - f. Who is the major sponsor for this practice?
  2. Evaluation:
    - a. What are the criteria, if any, for the evaluation of the practice?
    - b. What outcomes have been identified to date?
    - c. What demonstrate the effectiveness of the policies?

Table 4.3: Case Study Protocol

Informed by Yin's model (2009)

### **4.3.3.3 Collecting Case Study Evidence**

Generally speaking, there are many sources (qualitative or quantitative) to collect as case study evidence (Knight and Ruddock, 2008). Commonly, three methods for evidence collection are commonly used: interview, observation and documentation. Yin (2003) identifies six key data or information sources:

**Documentation:** agendas, announcements and other event reports; administrative documents; formal studies of the same case; media reports.

**Archival records:** public use files; organizational records; geographic features; survey data.

**Interviews:** in-depth interview; focused interview and survey-based interview.

**Direct observations:** formal observation: certain behaviours in certain times; casual observation.

**Participant observations:** observer participants or users as part of case events.

**Physical artifacts:** a technological device; an instrument or some other physical evidence.

An overview of these major sources along with their comparative strengths and weaknesses is presented in Table 4.4.

STRENGTHS	PO	O	I	FG	DC
Fosters face-to-face interactions with participants	X		X	X	
Useful for uncovering participants' perspectives	X		X		
Data collected in a natural setting	X	X	X	X	X
Facilitates immediate follow-up for clarification	X		X	X	
Valuable for documenting major events, crises, conflicts	X	X		X	X
Useful for learning about participants' unconscious thoughts	X				D
Useful for describing complex interactions	X	X	X	X	
Useful for obtaining data on nonverbal behaviour and communication	X	X	D	D	
Facilitates discovery of nuances in culture	X	X	X	X	X
Provides for flexibility in formulating working hypotheses	X	X	X	X	D
Provides information on context	X	X	X	X	X
Facilitates analysis, validity checks, and triangulation	X	X	X	X	X
Encourages cooperation and collaboration	X	D	D	X	
Data are easy to work with and categorize for analysis					X
Obtain large amounts of data quickly		X		X	
Allows wide ranges of types of data and participants	X			D	D
Easy and efficient to administer and manage					X
Easy quantifiable and amenable to statistical analysis					X
Easy to establish generalizability or usefulness for other settings					D
May draw on established instruments					X
Expands access to distant participants					X

Table 4.4: Strengths of Primary Data Collection Methods.  
(Marshall & Rossman, 2010).

NOTE: X = strength exists; D = depends on use; PO = participant observation;  
O = observation; I = interview; FG = focus-group interview; DC = documentary

#### ***4.3.3.4 Data Collection Approaches Applied in This Thesis***

More specifically, considering the strengths and weaknesses of each source, together with Yin's (2009) principles, three data sources are employed in the case studies in this thesis: documentation; archival records; and interviews. Knight and Ruddock (2008: 23) describe documented evidence as "...useful in laying the foundations for the study". This source of evidence, such as agendas and administrative documents is used to collect data for the historical review in each case in this thesis research. More specifically, a documentary review was carried out using local libraries, internet sources and information provided both by the local government, agencies and interviewees. The documentation and archival records in this research covered policy material (national, regional and local), historical literature, media reports and research papers produced by a range of stakeholders. Archival records provided evidence that focused on specific subjects related to the case studies, for example, regeneration company reports. Therefore, this source is used in this research as additional information to the documentation, to analyse in more detail the backgrounds of particular subjects in case studies.

There were two kinds of interviews utilised in the research thesis. Firstly, in-depth interviews were used to gather information from key players such as local authority planners. Meanwhile, a survey-based interview is established to collect data from local business and residential communities. All of the interviews in this research thesis were semi-structured so that the interviewer could be reflective and interactive and adapt questions based on the development of the conversation. In total, 22 interviews were conducted with participants from various key groups in each of the two case study cities. Each of the interviews was designed to last approximately 45 minutes and the actual time varied from 30 minutes to one hour. In respect of the accuracy of data collected in the interviews it is important to triangulate with other interviews and other collected information. In relation to

ethical issues, particularly in the interview research it is important to offer anonymity to participants and secure permission to record the interviews.

Two target groups were selected in both the Jewellery Quarter and Lace Market case studies: the Planning Officers/Regeneration Experts (PO) group and the Local Residential and Business Community group. The PO group was similar in both case studies whereas the composition of the Local Residential Community and Business Community groups were slightly different. In the Jewellery Quarter, this group was represented by participants from the creative industries, jewellery companies and domestic residents. In the Lace Market, this group was composed of local business communities and the domestic residents. Moreover, all the participants selected from the Business Community group had been located in the case study area for over 5 years and declared had been influenced by the regeneration. This requirement was not required of the participants in the Residential Community as these would have been difficult to identify and the interest of the research in respect to residents is on their more recent experiences.

The interview questions were developed between December 2009 and March 2010, and two different lists were designed since the questions varied in accordance to the requirement of each target group. However, the development of these two interview question schedules was similar and included the formulation of relevant questions in response to research objectives, the conception of a pilot question list, a test-run among a few key participants, and finally the revision of the pilot question list into the final version. On one hand, a question list was customised for the Planning Officers/Regeneration Experts group and was built up with six parts of in-depth questions regarding the:

1. regeneration process;
2. regeneration strategies;

3. impacts of regeneration;
4. approaches to regeneration; and
5. future of the regeneration projects (see Appendix 7).

These interview questions were selected in consideration of the interviewees' professional knowledge and their extensive involvement in regeneration within their respective case study area. On the other hand, all interview participants from the Local Residential Community and Business Community group shared a similar interview question list (see Appendix 8) which consisted of three parts. The first part focused on the main reasons for the business or resident to choose the Jewellery Quarter/ Lace Market. The aim was to determine the degree of location factors (physical, social and economic) on locational decisions and the extent of influence these factors had on participants' decision to locate/relocate in the Jewellery Quarter/ Lace Market. The second part consisted of questions about how the participant perceived and valued their environment. This was the most important part since it examined the outcomes of the regeneration by comparing local occupant feedback with the objectives of regeneration. The interviewees were asked to value the physical, economic and social environment of Jewellery Quarter/Lace Market, and their responses reflected the fulfilment of the regeneration objectives in terms of achieved, partially achieved or failed. The final part asked how people in the area anticipated the impact of future interventions. Participants were asked to rate different intervention proposals which could trigger physical, social or economic change and to add comments on current deficiencies or future improvements that had not been mentioned yet.

#### ***4.3.3.5 Analysing the Case Study Data***

Swanborn (2010) suggests that there are three major definitions of data analysis in case studies: Yin's (2009) 'applied organizational research' approach; a

heterogeneous set of ‘qualitative’ or ‘fieldwork’ approaches; and Miles and Huberman’s (1994) emphasis on ‘representational techniques’. However, on the basis of the research question in this thesis, an ‘applied organizational research’ approach is the most appropriate. A general strategy is considered as the best preparation for data analysis in case studies, and there are four potential types that can be considered:

- relying on theoretical propositions;
- developing case descriptions;
- using both quantitative and qualitative data, and
- examining rival explanations.

Considering case study questions along with the nature of the original research question in this thesis research, it was determined that theoretical propositions were the most applicable. This strategy is used throughout data analysis and helps to focus attention on more relevant data while sorting them at the same time.

#### ***4.3.3.6 Reporting the Case Studies***

In the final stage of conducting case study research the outcome of each case is usually presented and for a multiple-case study approach such as in this thesis, a cross-case conclusion is produced based on the research outcomes. Generally, there are a few different formats for writing case study reports in both single and multiple case studies. Table 4.5 shows the following six structures of case study reports and their range of application:

- a linear-analytic structure is considered as a standard approach;
- a comparative structure is various, and the key feature is repeat analysis in a comparative mode;
- in chronological structures, case study evidence is presented in chronological order;

- theory-building structures are based on a specific topic or theory and the sequence of chapters follows the theory-building logic;
- a suspense structure is mainly for explanatory case studies and always has a compositional structure; and
- unsequenced ones are usually sufficient for descriptive case studies.

An analysis of the significant characteristics of each structure has been reviewed for this research and as a result a comparative structure is selected as a holistic structure to address both individual case study results and cross-case comparisons in the final case study report.

Compositional Structure	Purpose of Case Study (single- or multi-case)		
	<i>Explanatory</i>	<i>Descriptive</i>	<i>Exploratory</i>
1. Linear- analytic	√	√	√
2. Comparative	√	√	√
3. Chronological	√	√	√
4. Theory-building	√		√
5. 'Suspense'	√		
6. Unsequenced	√	√	

Table 4.5: Six Structures and Their Range of Application.

(Yin, 2009)

## **Summary**

In this chapter, research methodologies and research methods have been discussed and evaluated as a key component of the decision-making process in relation to selecting the most appropriate and achievable research approach. Firstly, after considering the key research questions and the characteristics of both qualitative and quantitative methods, qualitative approaches were selected and a case study research method was selected as the major application in this thesis. This was predominantly informed by the appropriateness to the research questions but also related to the availability of resources to undertake this research thesis. As such, the financial, time and labour resources required to undertake a large survey including extensive data processing was not feasible and therefore a quantitative approach was rejected.

In order to fully prepare before implementing the case studies (see Chapters 4 & 5), a review of the whole case study procedure was undertaken in order to make the decision to adopt a comparative multiple-case study method and to utilise documentary, archival records together with interviews as main data sources.

## **PART III - CASE STUDIES**

Part III of this thesis will focus on the selected case studies. The two case studies identified in Chapter 4, the Jewellery Quarter in Birmingham and the Lace Market in Nottingham will be researched and analysed in detail. Part III is therefore structured into two chapters (Chapter 5 & 6). Firstly, Birmingham's Jewellery Quarter will be examined in Chapter 5. In this chapter, the research method, history as well as the application and outcomes of regeneration policies will be studied and potential approaches for the future will be considered. Secondly, Chapter 6 will then examine the case of Nottingham's Lace Market.

### **CASE STUDY SELECTION**

The cases studied in this thesis should represent the regeneration in historic quarters in England during 1997 to 2010. In order to select the candidate cases, three criteria are set up based on the research question in the first place.

- The cases are located in England;
- The cases represent significant historic quarters in the cities; and
- The regeneration/revitalization in the case is long-term and still active during 1997 to present.

At the first stage of this study, four English cities with significant historic urban quarters are highlighted: London, Manchester, Birmingham and Nottingham.

Firstly, an initial literature review and site visits enabled a preliminary evaluation to ascertain the most appropriate case study cities and historic quarters within these cities. In London, Clerkenwell and Shad Thames were considered as historic quarters with a considerable historic architectural and townscape legacy. After careful consideration it was considered that London is such a unique administrative region that targeted regeneration policies are developed and implemented. In addition, the uniqueness of the city gives many projects limited scope in terms of lessons for other cities. In Manchester, Castlefield and New Islington were considered. These projects both had many interesting aspects; however, it was felt that New Islington was still too early in its regeneration process and that Castlefield didn't have sufficient functional diversity. In addition, in terms of the city, the bombing in 1996 had a unique and major impact on regeneration making lessons for other cities more difficult. In contrast, Birmingham and Nottingham have been developing their urban regeneration programme stably for decades and there is a great quantity of general and specific characteristics shared between these two cities and lessons that could be transferred to other UK cities. Therefore, these two are selected as base cities for the case studies.

After identifying Birmingham and Nottingham as base cities, five candidate case studies from both cities are considered: Jewellery Quarter and St. Martin's Church Square (including Bullring and Rotunda) and Victoria Square are looked up in Birmingham while the Lace Market and Sneinton Square are selected in Nottingham. In addition, the location of each case is presented in order to clearly define the geographical relationship between the cases. Figure 5.1 illustrates the comparative locations of Jewellery Quarter, St. Martin's Church Square, and Victoria Square in a city centre map of Birmingham while Figure 5.2 indicates the two Nottingham cases: Lace Market and Sneinton Market.

Then, an analysis is undertaken through a “mini statement” is carried out. These mini statements are the general regeneration information in each case, including a brief review of applied local policies, an abstract of major development between 1997 and 2010, and a list of all the milestone events during the same period. In this stage, the Sneinton case in Nottingham and St. Martin’s Church Square are both tagged as unconsidered because: the regeneration in the former area hasn’t been practiced until 2008 while there are limited historic features in the latter. Therefore, the remaining three cases are qualified for case studies in this thesis.

On the other hand, as discussed in the previous chapter, a comparative and a two-cases study is more appropriate, because this approach allows comparison of similarities and differences in experiences between the two areas to enable a broader understanding of the relationship between regeneration outcomes and policy effectiveness. Therefore, Jewellery Quarter is selected over Victoria Square because more regeneration than conservation is involved. As a result, the final cases are the Jewellery Quarter in Birmingham and the Lace Market in Nottingham.

The Birmingham Jewellery Quarter and the Nottingham Lace Market both demonstrate mixed-used regeneration practices with a designated and protected conservation area containing a number of listed buildings. Besides, they have both also experienced tremendous pressures for revitalization. To sum up, the features that Jewellery Quarter and Lace Market share in common are:

- They are both situated in the centre of industrial cities that have been experiencing similar patterns of change;
- They are both deliberate intensions to create “creative and dynamic solutions” by integrating conservation and physical regeneration (Pendlebury, 2003);
- They are under the same national regeneration policy structure;

- They are both mixed-use regeneration;
- Both cities are accessible for this research.

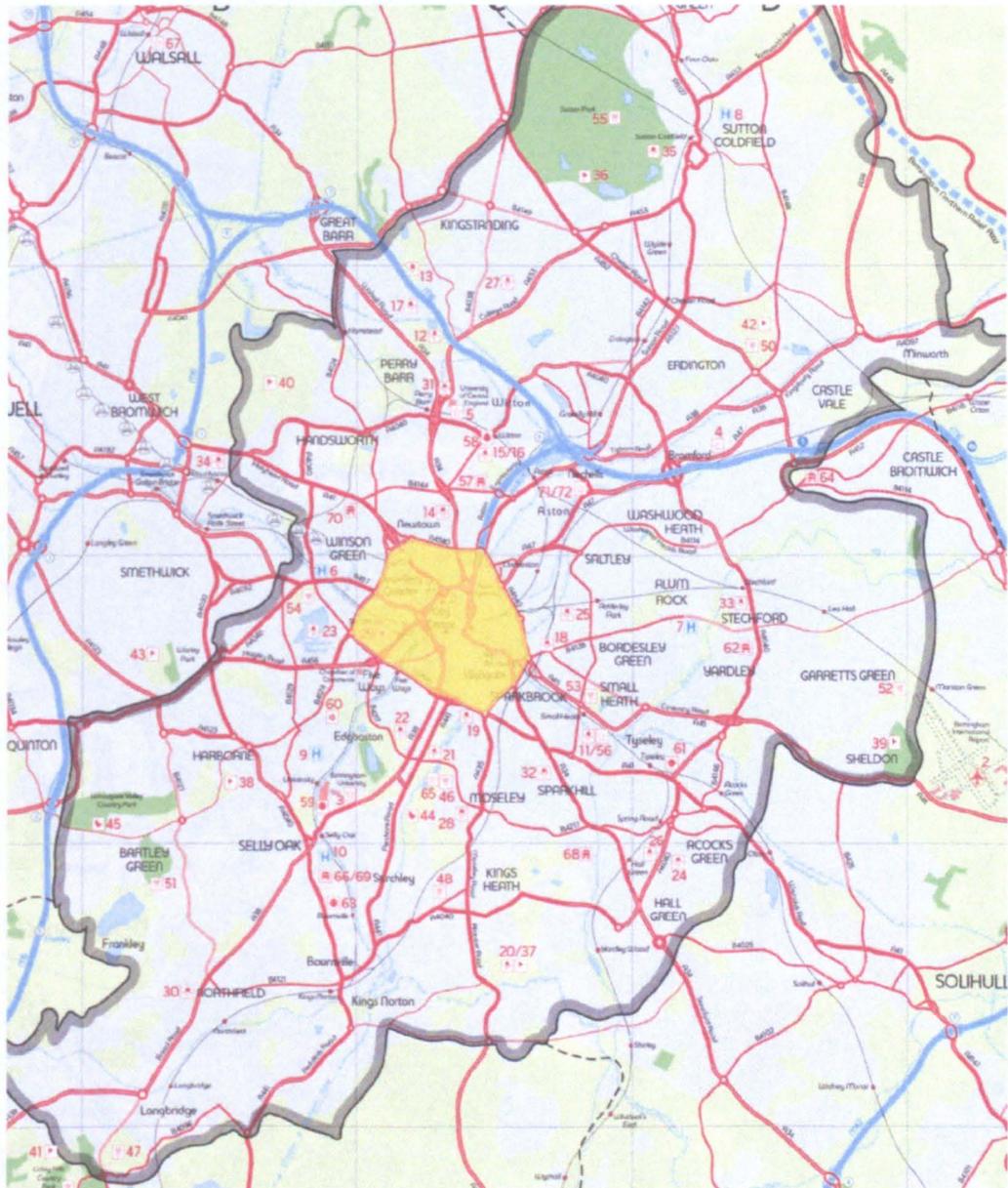
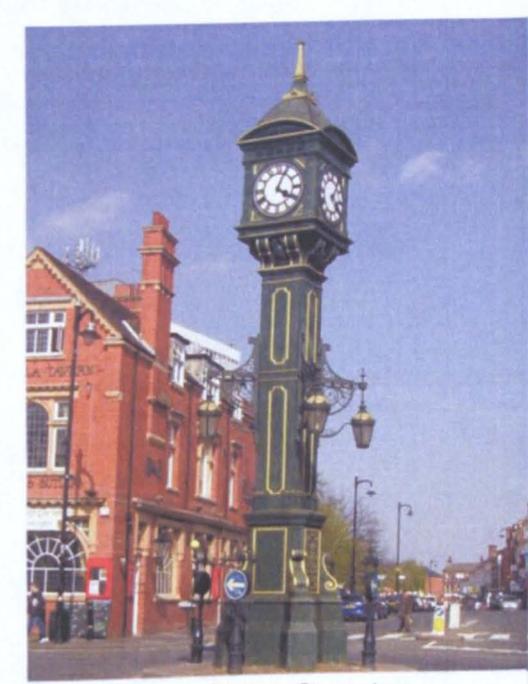
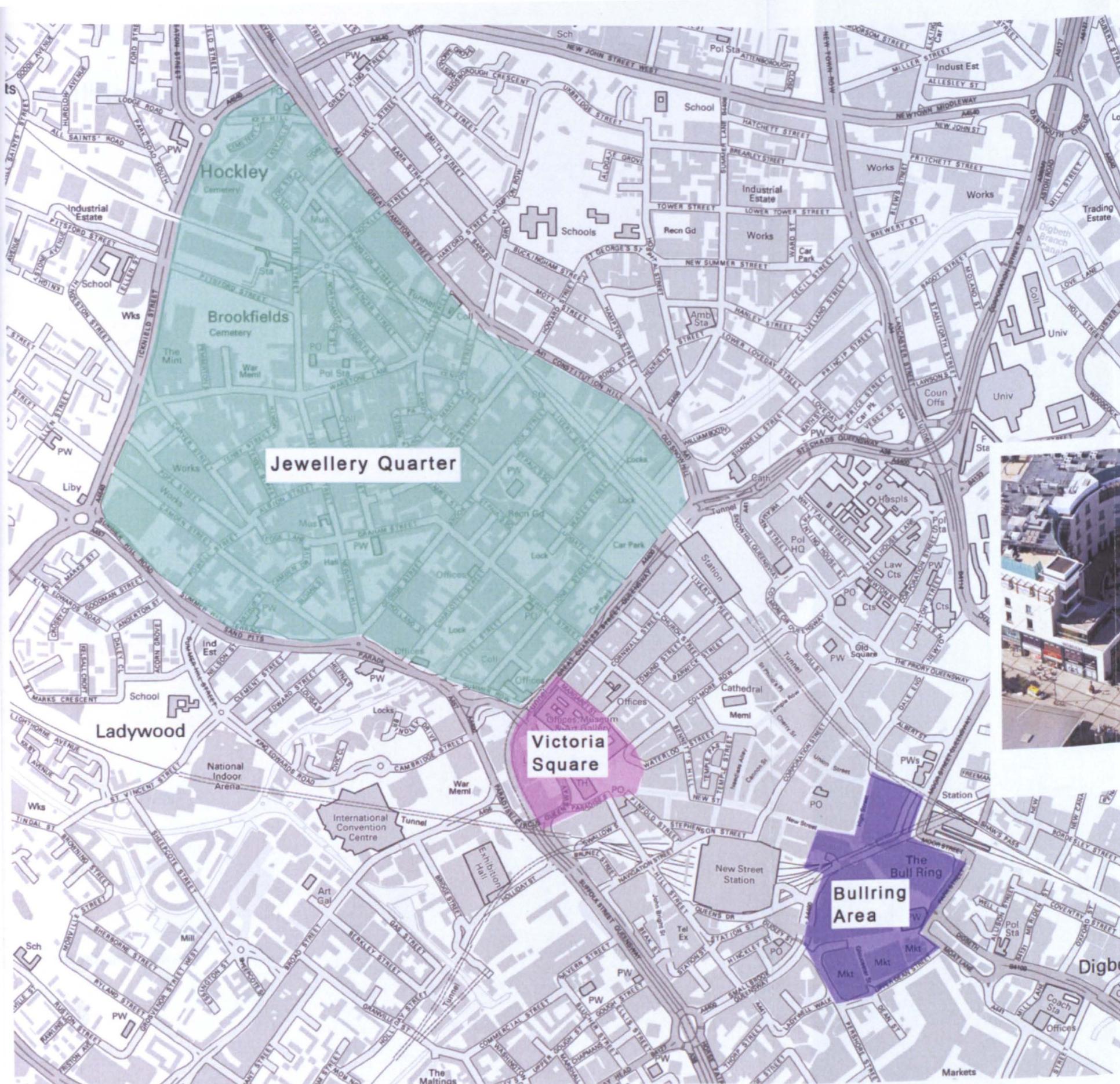


Figure 5.1: Central Core of Birmingham.



Jewellery Quarter



Bullring Area



Victoria Square

Figure5.2: Candidate Case Studies in Birmingham.

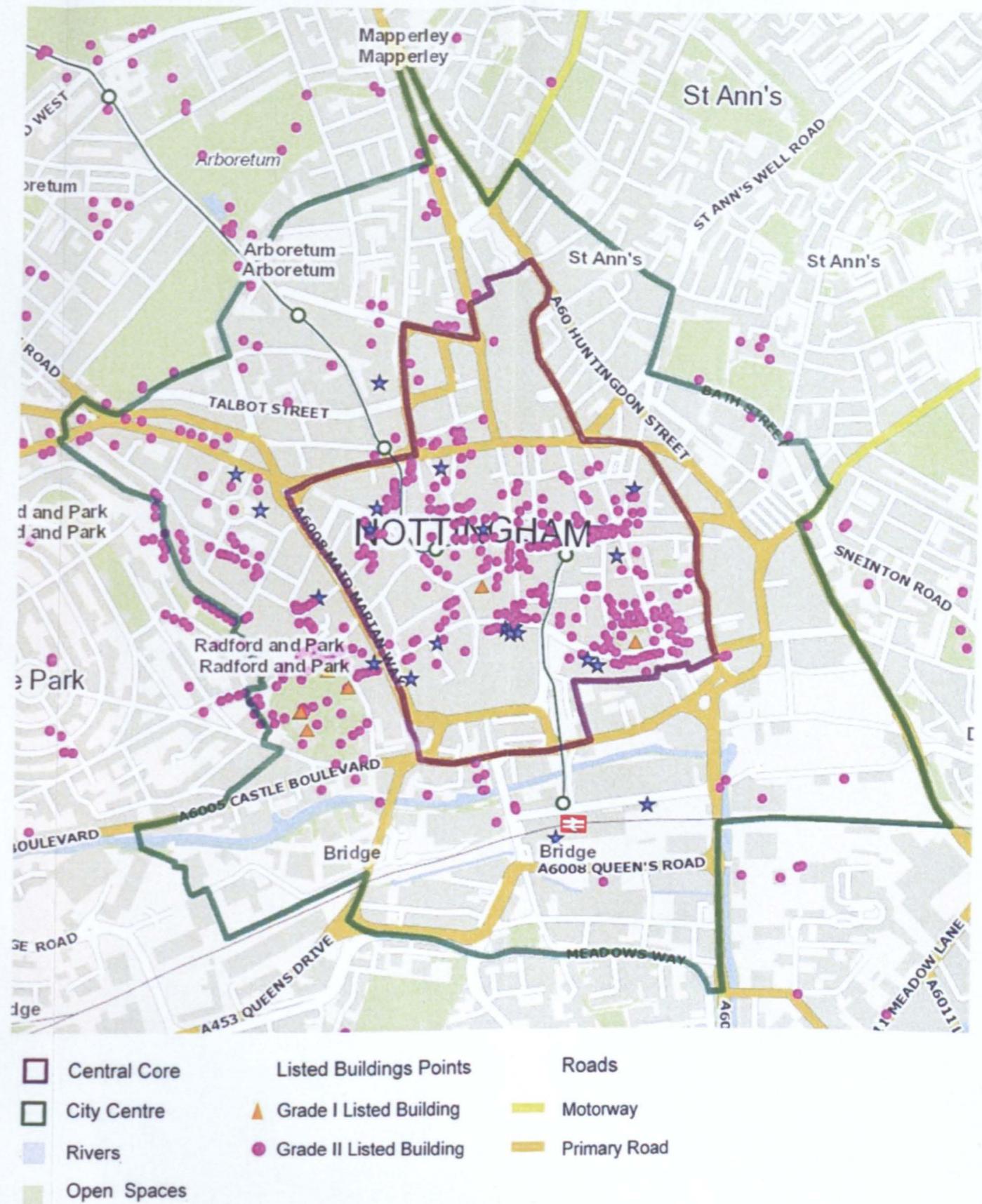
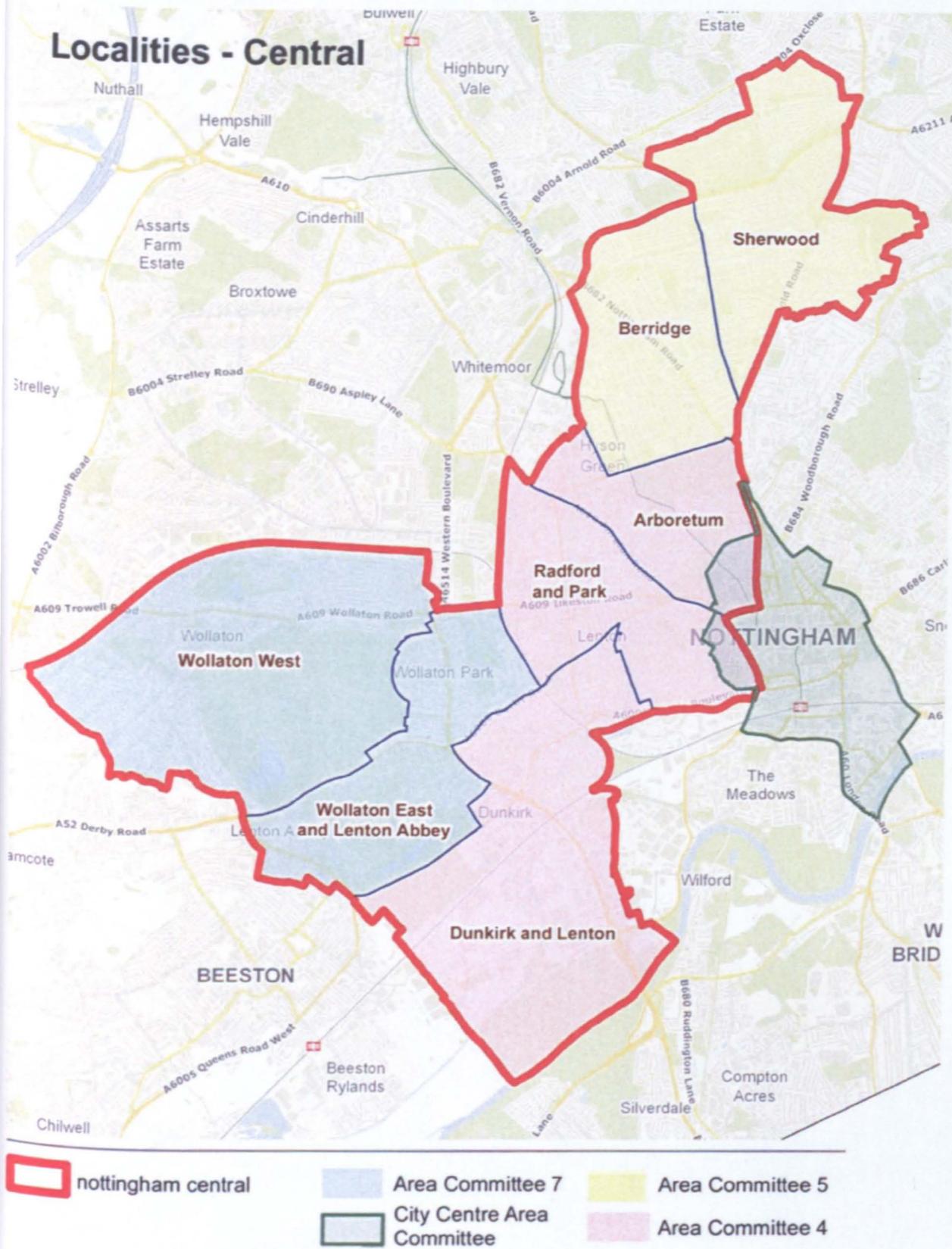
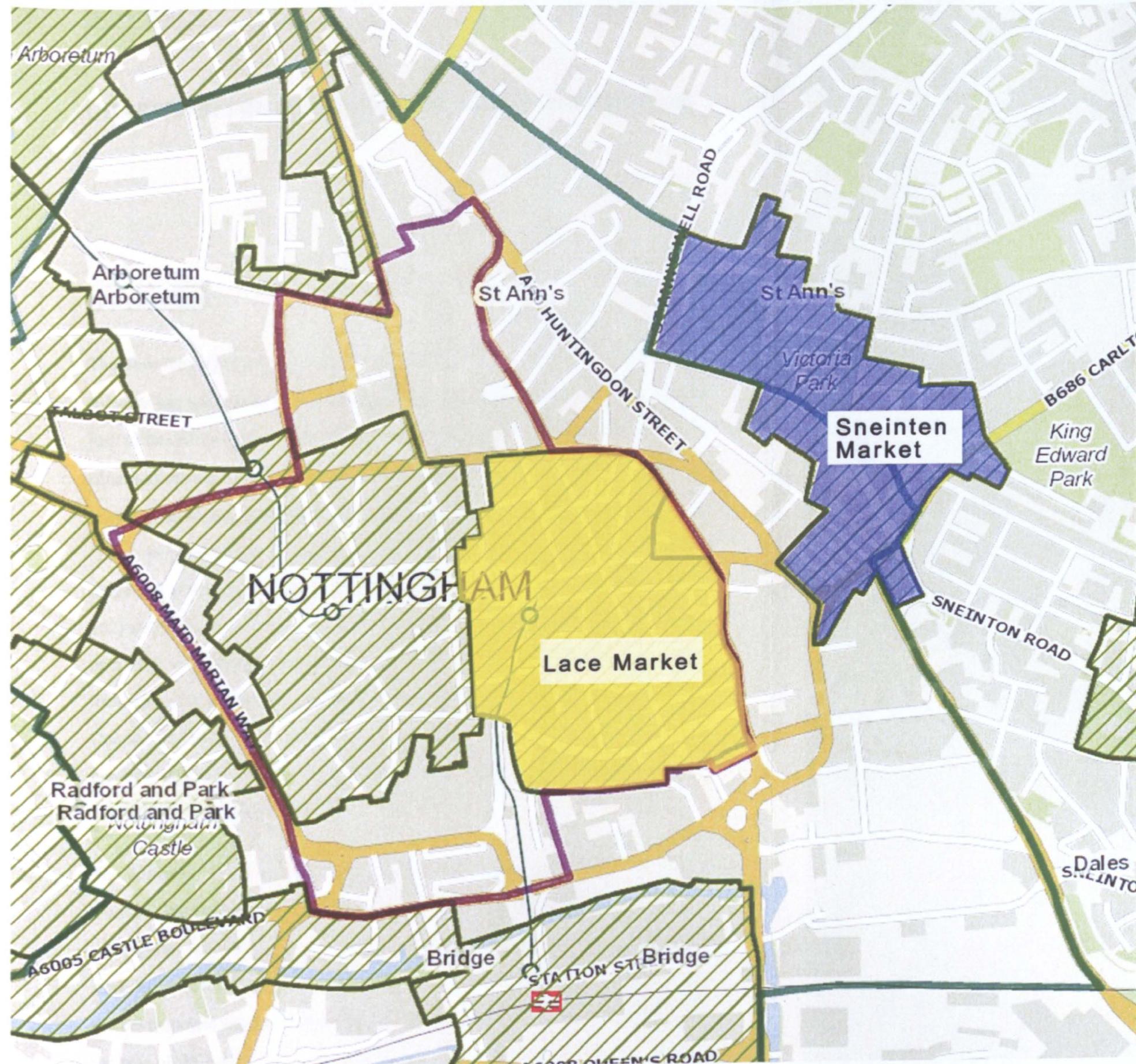


Figure 5.3: Central Core of Nottingham.

Figure 5.4: Listed Buildings in Nottingham City Centre.



Sneinton Market



Lace Market

-  Central Core
-  City Centre
-  Lace Market
-  Sneinton Market
-  Conservation Areas
-  Primary Roads

Figure 5.5: Candidate Case Studies in Nottingham.

## **CHAPTER 5: THE JEWELLERY QUARTER, BIRMINGHAM**

### **Introduction**

The Jewellery Quarter is a historic industrial area that traditionally as its name suggests has specialised in the manufacturing and trading of jewellery. It is located just to the north-west of Birmingham city centre and has an area of just over 1 square-kilometre (264-acres). Its unique character comes mainly from the jewellery and related activities that remain in the quarter. Indeed, Tiesdell et.al. (1996: 46) identify that "...no other areas can match the Quarter for size or for the range and architectural quality of its buildings." Furthermore, Cattell et.al. (2002: 162) also state that "...no other comparable urban industrial quarter in Britain still operating from historic buildings being utilised for their original purpose." The location and boundaries of depicts the Jewellery Quarter defined by the Jewellery Quarter Conservation Area can be seen in Figure 5.6. Uniquely, despite being predominantly an industrial quarter the retained a residential population of around 3,000 during it period of decline.

The Jewellery Quarter was firstly founded in the eighteenth century when the Colmore development was approved by a private act of parliament in 1747. A rectangular street layout was planned with St Paul's Square at the centre. Its intended original function was predominantly as a residential area. Significantly, the development approval placed no restriction on the development of the land to the rear of the homes and subsequently many residents built workshops. This led to the Colmore development becoming a mixed-used area of residential with

associated small industry by the late eighteenth century when the Colmore development transformed into the Jewellery Quarter. During the nineteenth century, the Jewellery Quarter experienced significant physical and social change as industry began spread throughout the area and a mixed-use, socially diverse neighbourhood was created.

The jewellery industry in Birmingham grew rapidly during the nineteenth century leading to the Jewellery Quarter becoming a vibrant and successful quarter of the city into the twentieth century. The period between the two World Wars, however, saw significant depression in the Quarter because The First World War and Second World War drove labour out of the trade and diverted trade to production of munitions and other military items (English Heritage, 2000b). After the First World War the jewellery trade resumed its activities and employment increased, but the 1929 crisis stalled the recovery. Then the Second World War hit the Quarter even more badly. After the War, employment in the Quarter kept falling due to labour shortages as labour was attracted by other growing industries in Birmingham (Propris and Lazarretti, 2009).

The Birmingham's post-war redevelopment plans proposed dramatic redevelopment for much of the Jewellery Quarter. Fortunately, only limited elements of the plan were implemented and much of the Quarter remained physically intact. In 1980, Birmingham City Council officially abandoned these redevelopment plans and designated the Jewellery Quarter as a conservation area (Birmingham City Council, 1980). This was the first significant step in terms of the conservation and regeneration of the Quarter. The conservation area was further extended in 1996 and 2000 to include some of the more peripheral parts of the area that were now considered to be an integral part of the Jewellery Quarter townscape. In 1999, a new regeneration framework for the Jewellery Quarter proposed the concept of turning the area into a mixed-use 'Urban Village' as a

means to stimulate the revitalisation process and this was subsequently adapted into a regeneration charter in 2008. Birmingham City Council had also launched its *Big City Plan* in 2007, which further promoted the concept of a revitalised mixed-use quarter. These policies and initiatives played a key role in the attempts to create a mixed-used area with industrial, commercial, residential, public and leisure facilities in the Jewellery Quarter (Aboutorabi & Wesener, 2010). This evolution of the Quarter and the policy interventions will be discussed further in this chapter.

# key to symbols

-  Metro station
-  Bus Stops
-  Tourism Centres
-  Taxi rank
-  Parking
-  Walking trail
-  Toilets
-  Museums
-  Post Office

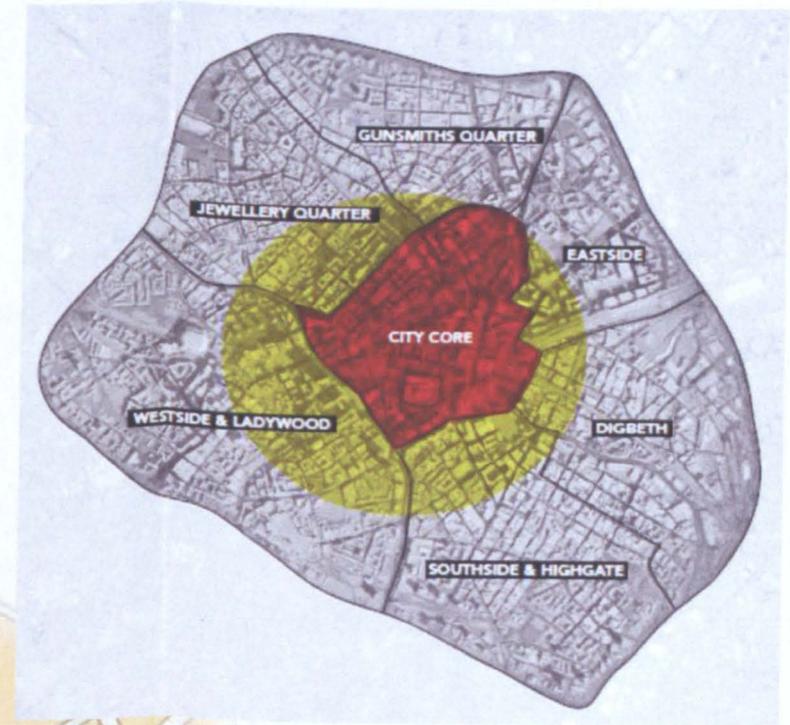


Figure 5.6: Jewellery Quarter in Birmingham.

(Birmingham City Council, 2010a)

## **5.1 Research Methods in Birmingham Jewellery Quarter**

Three main data sources are used in the data collection process in Birmingham Jewellery Quarter: semi-structured interviews; a review of documentation; and a review of archival records.

### **5.1.1 Semi-Structured Interviews**

#### ***5.1.1.1 In-Depth Interviews and Survey-Based Interviews***

Two principle types of semi-structured interviews were utilised in researching the Jewellery Quarter. Firstly, in-depth interviews were used to gather information from urban planners from Birmingham City Council. Meanwhile, a survey-based interview was implemented to collect data from the local neighbourhood itself. Nevertheless, all of the interviews were semi-structured so that the interviewer could be reflective and interact with the respondents including asking follow-up questions during and after the interview. Ten interviews were also conducted with participants from various groups in Birmingham's Jewellery Quarter and the in-depth interviews were designed to last approximately one hour whilst the survey-based interviews varied from 30 minutes to 45 minutes. In addition, some different interview questions were prepared for the various interviewee groups, and a full list of interview questions can be found in Appendix 7 and Appendix 8.

#### ***5.1.1.2 Target Groups***

Two targeted interview groups were selected and samples from each of the following groups participated in the study:

### **Planning Officers/Regeneration Experts (PO) Group**

This group enabled the gathering of in-depth interview information from the City Council and one senior planning and one economic development officer were interviewed in the study.

### **Local Community and Business Groups**

This group includes local companies representing the creative and jewellery industries, and domestic residents.

***Creative Industries (CR):*** Creative industries are companies whose economic activities are based on the creative process (DCMS, 2001). There are eight types of creative companies (excluding jewellery-related industries) located in the Jewellery Quarter based on the 2001 Creative Industries Mapping Document: advertising; architecture; art & antiques; design (including fashion design, multi-media & web design); video, film & photography; music & performing arts; publishing; radio & television. In this case study, two interviews were carried out among these creative companies.

***Jewellery Industries (JW):*** In this research, these are considered to be companies dealing with the design and manufacturing of jewellery and/or products related to the production of jewellery. The Office for National Statistics (2007) in its *UK Standard Industrial Classification of Economic Activities* identifies several groups, classes and sub-classes linked to the jewellery industries. Two interviews with a jewellery companies were conducted for the research.

***Domestic Residents (RE):*** The number of domestic residents in the Jewellery Quarter has increased in recent years due to extensive refurbishment and conversion of existing industrial buildings into flats together with some new-build apartment blocks. For this research study, four domestic residents in different apartment blocks in Charlotte Street and Albion Street participated.

Moreover, in order to avoid overlap and to obtain a different perspective, these interviewees did not work in either the Creative or Jewellery Industry.



Figure 5.7: Location of Creative Business in Birmingham City Centre. (BOP Consulting, 2010)  
\* Jewellery Quarter highlighted.

### 5.1.2 Documentation

The documentary research was conducted by analysing data from agendas, announcements, administrative documents and media reports. This information was accessed at the City Council, City Library and on-line to enable the background studies such as the policy and historic reviews.

### 5.1.3 Archival Records

Data from a previous residents' survey was used as a secondary data source in this research especially for survey-based interviews. The survey was carried out

between October 2008 and June 2009 by Birmingham City University and D5 Architects LLP. The major objectives of this survey were to evaluate how the residents in the Jewellery Quarter perceived, understood and valued their neighbourhood; how this perception linked to urban form and the built environment; and how it influenced their socio-economic decisions. Moreover, the survey also intended to analyse residents' opinions and suggestions about the future development of the Jewellery Quarter. This feedback was considered by the City Council to be particularly valuable for future urban regeneration proposals. A detailed summary of the survey results can be found in Appendix 10.

## **5.2 The History of Jewellery Quarter**

### **5.2.1 Origins: 18th Century**

The site of the Jewellery Quarter, northwest of the city centre, had been home to metal-ware production since the 1580s; however, the jewellery industry didn't become a significant component until the mid-eighteenth century. The area had been a large estate owned by the Colmore family and was an attractive area with streams and a large pond. In 1746, Anne Colmore obtained a private Act of Parliament to enable the estate to be developed. The Colmore development was originally planned as a Georgian suburban residential quarter for wealthy citizens. The street layout was arranged as a rectangular grid with a square (St Paul's Square) in the centre. In 1779, St Paul's Church in St Paul's Square was completed and the square was also developed as a part of the Newhall estate. The land was then divided into plots for houses with small frontages (4.6m) and large gardens to the rear (Cattell et. al., 2002).

Property owners gradually began to realise the development potential of these large rear gardens and the area saw the construction of many workshops behind the

houses. By the middle of the nineteenth century, the jewellery trade was expanding due to a rise in demand for affordable jewellery following the discovery of gold in California and Australia. The area already had a ready supply of craft skills and therefore entry into the jewellery trade was straightforward.

The area subsequently went through a physical and social transformation as industry spread through the wealthier residential areas in the early and mid-nineteenth century. Initially, this created a vibrant mixed-use and socially diverse neighbourhood with wealthier residents living in the midst of a growing industrial landscape of factories, workshops and workers' houses. However, the difference in income, social class, and lifestyle, led to the affluent classes leaving the area for newly developed residential suburbs. Gradually, industry moved into the detached residential villas and they became part of industrial townscape with many being subsequently redeveloped for larger factories (Flatman, 2008).

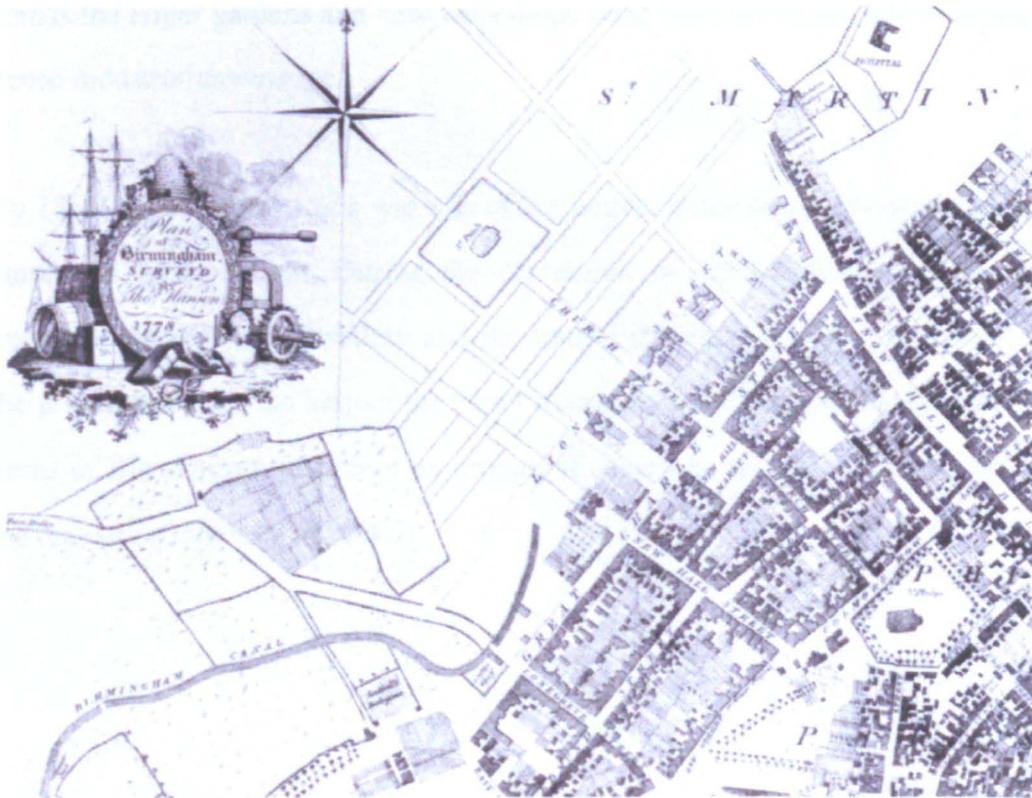


Figure 5.8: Plan of Birmingham in 1778 Showing the Colmore and Newhall Estate and the Newly Laid-out Streets around St. Paul's Square. (Cattell et. al., 2002)

### **5.2.2 Growth of the Jewellery Industry: 19<sup>th</sup> Century**

The critical mass of craft skills in the Quarter was fundamental to its success and growth. Indeed, the pool of skills amongst the craftsmen led to a strengthening of the interdependency upon each other as complementary skills and trades worked together in close proximity. The jewellery trade tended to be subdivided into specialist branches such as gold and silver chains, electroplating and diamond mounting. These specialisations made industrial linkages very important and led to greater clustering thereby preventing the jewellery industry from spreading or relocating to other parts of the city.

The former residential area, therefore, soon transformed into a series of workshops and the former residents moved to peaceful and prosperous new residential areas such as Handsworth. The former houses were rapidly converted (see Figure 5.9 and 5.10) with new extensions added, new streets were created across the larger gardens and new workshops were built on vacant lots to create a dense industrial townscape.

By 1866, the jewellery trade was one of the largest industries in Birmingham and employed 7,500 people. During the depression of 1885, however, it became unfashionable to wear jewellery and the trade suffered as a result. Significantly, the jewellers sought the help of the then Princess of Wales and she agreed to wear items of Birmingham jewellery on important occasions and this helped to revive the industry (Cattell et. al., 2002).



Figure 5.9: Century Building Built in 1794 as a Townhouse in What Were Semi-rural Suburbs to the North-west of the Jewellery Quarter. (Cattell et. al., 2002)



Figure 5.10 54-59 Albion Street Built in 1837 and Later Converted to J.W. Evans & Sons Ltd in 1852. (Cattell et. al., 2002)

### **5.2.3 Recovery: Late 19<sup>th</sup> to Early 20<sup>th</sup> Century**

In the late 19<sup>th</sup> century, the majority of the world's cheap jewellery was produced in the centre of the Jewellery Quarter known as the 'Golden Triangle'. In 1887, the British Jewellery Association was established and in 1890, the Birmingham School of Jewellery was opened in the Quarter. Both are still in the Quarter today, and the School is assisted by local jewellery craftsmen who teach on a part-time basis. The growth of industry is reflected in the employment figures which show a significant rise during the second half of the nineteenth century with more than 20,000 people working in the jewellery trade by 1914 (Nott, 1987).

This era during late 19<sup>th</sup> and early 20<sup>th</sup> century saw the construction of many state of the art jewellery factories in the Quarter. The former H B Sale factory building (see Figure 5.11) located on the cross of the Constitution Hill and Hampton Street, for example, was a purpose-built building designed by William Doubleday and James R Shaw in 1895 on a narrow triangular site at a key intersection. This grandiose building was influenced Spanish Romanesque and Eastern architecture and this landmark building set the standard for other factory owners (Cattell et. al., 2002). Interestingly, the original plans combined retail shops, offices, and workshops in a forerunner of modern mixed use buildings. It is considered as one of the finest examples of industrial architecture in the city and recognisable by its unique 'flatiron' form (Birmingham City Council, 2008).

The Gem Buildings on Key Hill (see Figure 5.12) is another important example of modern jewellery factory built in the Jewellery Quarter in early 20<sup>th</sup> century. It was originally designed by Wood & Kendrick for Mesdames Barker and occupied by numerous manufacturers since 1916. The building has three storeys with massive windows and brick piers on its rear elevation. The plan of the building was an 'I' style to enable large open-plan workshops were arranged on each floor.



Figure 5.11: The former H B Sale Factory Building (1857).

(Cattell et al., 2002)



Figure 5.12: The Gem Buildings (1916).

(Cattell et al., 2002)

#### **5.2.4 Redevelopment and Conservation: the 1970s to 1980s**

The jewellery trade in Birmingham declined dramatically during the twentieth century and after the Second World War, the Jewellery Quarter was left dilapidated and run-down with many abandoned buildings. By the 1960s, the area was suffering from severe decay and decline; however, post-war development plans that proposed the clearance and redevelopment of the inner city areas largely left the Jewellery Quarter untouched. As such, the only significant redevelopment project completed was the famous Hockley Centre (better known as the 'Big Peg' – see Figure 5.13) which opened in 1971. The construction of the 'Big Peg', a large number of existing buildings was demolished and around 50 businesses displaced.

The historical importance of the Jewellery Quarter was first recognised by Birmingham City Council and English Heritage in the 1970s. Indeed, in 1971, St. Paul's Square was designated as a conservation area with subsequent extensions expanding the area of conservation in 1975 and 1992. In 1973, a new City of Birmingham Structure Plan replaced the previous 1960 Birmingham Development Plan. The new Plan proposed a broader planning strategy for the City covering such matters as the size, composition and distribution of the population, the pattern of communications and the transport and systems of social and utility services (Birmingham City Council, 1973). However, the policies relating directly to the Jewellery Quarter were very vague due to the considerable area it encompassed and this created a new period of uncertainty for the area.

In the 1980's, due to a growing concern for the future of the Jewellery Quarter there were a number conservation initiatives and environmental improvements implemented primarily with the aim of restricting further decline of the physical fabric. Significantly, and unlike most other industrial urban quarters in the UK,

there were 8,000 people still employed in the area and also a surviving residential community. In 1980, Birmingham City Council officially abandoned all former redevelopment plans for the Jewellery Quarter and designated the Key Hill and Jewellery Quarter conservation areas to protect the area's future (Birmingham City Council, 1980).



Figure 5.13: A View from Warstone Lane of the 'Big Peg', An Eight-storey 'Flatted Factory' Built in 1971 to House the Many Small Firms Displaced by the Demolition of Traditional Houses and Factories. (Cattell et. al., 2002)

### **5.2.5 Regeneration and Revitalisation: 1990s to the Present**

Since the late 1990s, the Jewellery Quarter has seen a strong growth of creative industries, not related to the production of jewellery, moving into the area. Like many centrally located former industrial quarters in cities around the world, the Jewellery Quarter offered a good location, affordable space, characterful buildings with good quality of natural light, and a certain bohemian atmosphere. However, the overall picture wasn't good and during the recession between 1995 and 1998, over 25 per cent of the industrial premises were vacant. To address some of these problems, the City Council saw an opportunity to increase the residential population of the Quarter and proposed an 'urban village' framework plan that promoted mixed-use development. Nevertheless, the industrial base was still seen as important and English Heritage conducted a survey of the entire Jewellery Quarter and published a report, which concluded "...the Jewellery Quarter is a historic industrial area with international significance" (English Heritage, 2000b: 162).

English Heritage (1999) concluded that the Jewellery Quarter is not only of national, but of international significance. It demonstrated that the architectural and historic character of the quarter depends on the range, diversity and concentration, not only of its buildings, but also of the uses which occupy them. As a response, Birmingham City Council extended the conservation area and three conservation areas were merged to form the new Jewellery Quarter Conservation Area in 2000. Then in 2002, the Birmingham City Council and English Heritage agreed to jointly fund a Character Appraisal and Management Plan (BCC, 2002b). The significance of this revisionist policy was that the progress from land use zoning, that the Jewellery Quarter had been functionally zoned into areas where residential development could be permitted, and those where it is not permitted, in the interests of industry. Beyond this, the general policy on change of use has been tightened

(Aboutotabi and Wesener, 2010). Subsequently, the Jewellery Quarter Regeneration Charter was adopted in 2004 (further updated in 2008). The Charter was founded by the Jewellery Quarter Partnership and aim was to create “a dynamic place to do business, quality buildings and places, a connected quarter, a sustainable community and a unique place to visit” (The Prince Foundation for Building Community, 2012: 9). Then in 2005, the *Jewellery Quarter Conservation Area Design Guide* was published with the aim of protecting “...the unique environment of the Jewellery Quarter” (Birmingham City Council, 2008: 12).

Although in 2008, the UK experienced its worst recession since World War Two, there were still about 4,000 people employed in the jewellery and a related metal trade in the Jewellery Quarter and it is still a major centre for gold jewellery production. In addition, many residential developments have increased the number of people living in the Quarter during the last decade. Today, the Jewellery Quarter has gone a long way to becoming the mixed-use area - industrial (metal and jewellery), commercial, residential, public and leisure facilities - proposed in the various plans and strategies since the late 1990s (See Figure 5.16 & 5.17). The full history of the development of the Jewellery Quarter is outlined in Appendix 11.

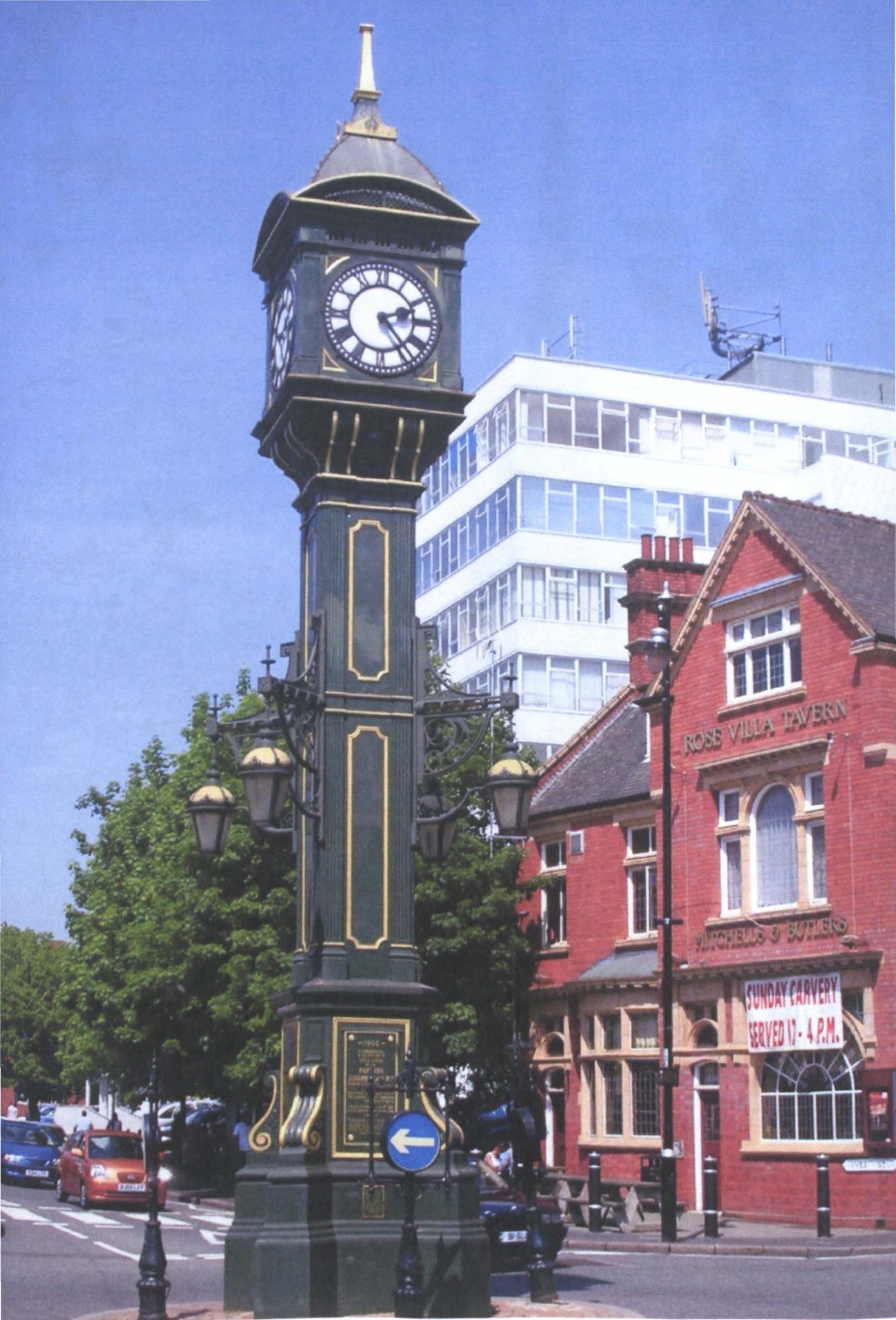


Figure 5.14: The Jewellery Quarter Clock.

(Cattell et. al., 2002)



Figure 5.15: St. Paul's Church (the 'Jewellers' Church'), 1776-79.

(Cattell et. al., 2002)



The 'Golden Triangle' and the heart of the Jewellery Quarter

The north-eastern edge

St Paul's Square and the southern part of the Jewellery Quarter

The early-to-mid-19th-century core

The south-west heavy industrial sector

Figure 5.16: The Jewellery Quarter Regeneration Area Map.

(Aboutorabi & Wesener, 2010)

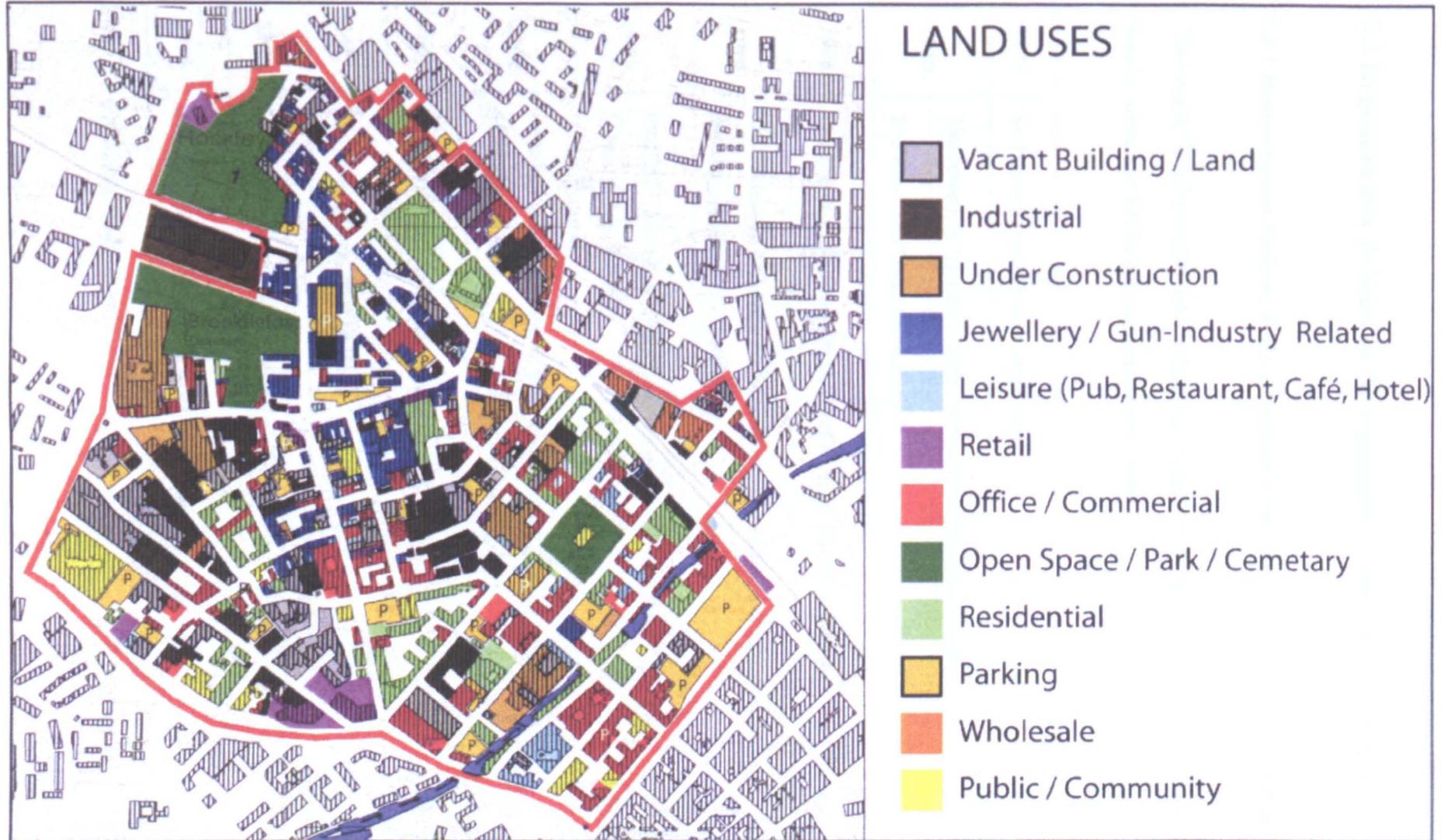


Figure 5.17: Land Use in the Jewellery Quarter.

(Aboutorabi & Wesener, 2010)

## 5.3 Regeneration Policies in Birmingham's Jewellery Quarter

### 5.3.1 Regeneration Policies in Birmingham's Jewellery Quarter (Since 1970s)

The major local policies and initiatives related to regeneration in the Jewellery Quarter since the 1970s are summarised in Table 5.1

<b>1971</b>	St. Paul's Square Conservation Area.	
<b>1980</b>	The Jewellery Quarter Conservation Area Designation Report	
	The Key Hill Conservation Area	
<b>1998</b>	The Jewellery Quarter Urban Village Urban Framework Plan	SPG57
<b>1999</b>	The Jewellery Quarter Urban Village, An Architectural Survey of the Manufactories 1760-1999.	
<b>2000</b>	Extended Jewellery Quarter Conservation Area (based on the Urban Village Survey).	
<b>2002</b>	Jewellery Quarter Conservation Area Character Appraisal and Management Plan.	SPG48
<b>2005</b>	Jewellery Quarter Conservation Area Design Guide.	SPG49
<b>2007</b>	The Birmingham Big City Plan.	
<b>2008</b>	Jewellery Quarter Regeneration Charter.	
<b>2010</b>	The Birmingham Big City Plan: City Centre Masterplan.	

Table 5.1 Urban Regeneration Policies in the Jewellery Quarter. (Cattell et. al., 2002)

### **5.3.2 Key Policies and Regeneration Activities in Birmingham's Jewellery Quarter (1997-2011)**

This section will develop a more specific chronological review of the aims of the plethora of policies and initiatives that have impacted upon the Jewellery Quarter between 1997 and 2010.

#### ***Jewellery Quarter Urban Village Urban Framework Plan (1998) (SPG57)***

The Plan aimed to provide guidance and a framework to ensure that a sustainable pattern of development would be achieved. The intention was to secure the area's long-term regeneration. The *Jewellery Quarter Urban Village Urban Framework Plan* provided audits and strategy options including the identification of key development opportunities in an attempt to stimulate development investment in the area. The key objectives of the Plan included "...significantly enhancing the quality of the environment and building on the Quarters unique urban and architectural heritage". The Framework Plan advocated the promotion of the artistic, cultural and tourism potential of the Quarter in order to provide a range of new social and community facilities.

#### ***Jewellery Quarter Conservation Area Character Appraisal and Management Plan (January 2002) (SPG48)***

The *Jewellery Quarter Conservation Area Character Appraisal and Management Plan* assessed the character of the Jewellery Quarter and provided a strategic management plan to secure and enhance the physical fabric of the area. The main achievement of this Plan was to formally identify and raise the profile of the Jewellery Quarter as an area of architectural and historic interest that needed to be preserved and enhanced.

**Jewellery Quarter Conservation Area Design Guide (June 2005) (SPG49)**

The *Jewellery Quarter Conservation Area Design Guide* detailed the design guidance criteria for new buildings and adaptations to existing buildings within the conservation area. The design quality of the historic buildings in the Quarter was considered to be high and integral to the areas' special character. The Design Guide was, therefore, published to provide clear and consistent guidance to developers and architects in order to ensure that new buildings would enhance the area and contribute to successful regeneration and a sustainable future. The City Council saw the publication of the Design Guide as the final stage in ensuring the protection of the unique environment of the Jewellery Quarter.

The Design Guide was clearly influenced and informed by the English Heritage (1999b) report, *The Jewellery Quarter Urban Village, An Architectural Survey of the Manufactories 1760-1999*. The outcomes of this Report had already led to the extension of the Jewellery Quarter Conservation Area in September 2000. It also contributed to the *Jewellery Quarter Conservation Area Character Appraisal and Management Plan* being adopted as Supplementary Planning Guidance in January 2002. This further defined the special interest and character of the area that should be considered as the context for any new proposals.

**Birmingham Big City Plan (2007)**

The *Birmingham Big City Plan* was a broad spatial strategy for the City that also presented three key aims for the Jewellery Quarter (Birmingham City Council, 2007): to grow as a creative quarter; to create a desirable residential and mixed use quarter; and to develop as a specialist shopping and tourist destination. The Plan stated that one of the fundamental requirements in achieving these aims would be to improve the linkages to the City Centre. Whilst achieving the three key aims was the major motivation in the Plan, there was significant emphasis on doing this

alongside the protection of the functioning jewellery manufacture and trade and other creative industries which were seen as the catalyst for the new activities.

### **Jewellery Quarter Regeneration Charter (2008)**

The Charter was intended to complement the Big City Plan by setting out the common aims and priorities that needed to be achieved in regenerating the Jewellery Quarter and fulfilling the vision of achieving a ‘creative village’. The aims of the Charter were to secure a “...truly unique area where design quality [was] an integral feature of its renaissance” (Jewellery Quarter Regeneration Charter, 2008:2). In common with other strategies at that time, the Charter set out the mission to attract people to live, work, play and visit an area that is vibrant with creative businesses ranging from current jewellery business to arts and media.

### **Golden Square Project (2008-2010)**

In 2008, Birmingham City Council launched an international design competition to produce design proposals for Golden Square. The aim was to raise the profile of design in the Jewellery Quarter by organising a competition that sought architectural and urban designs that were unique and inspirational, and worthy of Birmingham’s aspirations as a great international city. The Golden Square project would be one of the first new projects resulting from the *Big City Plan*. The site of the Golden Square project is located at the heart of the Jewellery Quarter and contains over 200 listed buildings and was also being proposed for World Heritage Site status. The proposed project would create over 4,000m<sup>2</sup> of public realm and “...provide the Quarter with an attractive and inclusive centre piece and provide space for public events, temporary exhibitions, relaxation and interaction; to provide a valuable new amenity, to encourage further regeneration and to add to the distinctive identity and character of the Quarter” (Birmingham City Council, 2008: 23).

**Birmingham Big City Plan: City Centre Masterplan (2010)**

The City Centre Masterplan builds upon the 2007 Big City Plan by establishing a vision of the Jewellery Quarter as an urban village that is characterised by its historic jewellery trade and emerging creative industries. It again stressed that fundamental to this aim was the need to re-establish historical links to the City Core across Great Charles Street and to improve pedestrian routes through to the heart of the Quarter. The Masterplan also identified a number of other issues that needed to be tackled including a lack of public spaces except for St Paul's Square together with a number of long-term vacant and underused sites along key main corridors in the Quarter.

**5.4 Assessment of Regeneration in Birmingham's Jewellery Quarter**

As discussed in Chapter 3, none of the existing models for testing the achievement of urban regeneration can be directly applied to historic urban quarters. This thesis therefore proposes a new integrated model developed through a thorough understanding of other models (see Table 3.1). Based on Tiesdell's (et.al.1996) identification that there are three main goals of regeneration in historic urban quarters this research proposes to analyse the case studies against these goals. As such, the following outcomes: improving the physical environment; promoting economic vitality; and promoting social conditions, are the three main outcomes that will be assessed in this study. A more specific test model has therefore been established for evaluating the policy effectiveness of urban regeneration in Birmingham's Jewellery Quarter. The results from both the in-depth interviews and survey-based interviews, as well as the results from the survey will then be assessed against these outcomes (see Table 5.2).

	CRITERIA (INDICATORS)	PO*	CR*	JW*	RE*
<b>Physical Outcomes</b>	Improving the built environment to attract new functions.				
	Promoting and integrating heritage conservation in modern life.				
	Providing inclusive & quality public space (including public realm such as street furniture).				
	Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection).				
<b>Economic Outcomes</b>	Protecting and promoting local economic activities (e.g. traditional jobs).				
	Encouraging multi-functional economic activities.				
	Stimulating investment.				
	Generating employment.				
	Increasing land (rent) values and reducing vacancy levels.				
<b>Social Outcomes</b>	Retaining population and bringing new people to the area (residents and workers).				
	Protecting and enhancing cultural identity.				
	Enhancing neighbourhood and social cohesion.				

Table 5.2: A New Model for Examining Policy Effectiveness in Birmingham's Jewellery Quarter.

\*Target respondent groups: PO (Planning Officers); CR (Creative Industries); JW (Jewellery Industries); RE (Domestic Residents).

#### **5.4.1 Physical Outcomes of Regeneration in the Jewellery Quarter**

The assessment model developed in this research will use four indicators to examine the effectiveness of the physical outcomes of the regeneration: improving the built environment to attract new functions; promoting and integrating heritage conservation in modern life; providing inclusive and quality public space; and enhancing the accessibility (see Table 5.2).

According to the findings of the interviews, all four respondent groups shared similar opinions on the first, third and fourth of the physical outcomes. For the first one, all respondent groups agreed that the built environment in the Jewellery Quarter has been significantly improved and that new functions and especially ones related to creative industries.

With regard to the successful development of public spaces this was generally viewed as been partially successful. The respondent groups considered that whilst the existing public spaces had been enhanced and new spaces established, the quality of these spaces was felt to be unsatisfactory if the area was to achieve its aim of achieving high standards of design. The respondents were able to identify a number of examples of this perceived lack of quality. For example, it was felt that few opportunities had been created for people to stay and spend time in the public places. Indeed, a lack of street furniture was noted by the majority of participants.

The respondent groups also shared their continued dissatisfaction with regard to accessibility within the Quarter and with the neighbouring City Centre. Respondents commonly focussed on the lack of public transport links, the poor condition of pedestrian routes to and from the city centre, and considered that the traffic management was poor. The consensus was that improving accessibility

needed to be top of the agenda for future interventions if the City is to achieve its aim of Quarter creating an attractive destination for residents and investors.

Significantly, there were contrasting opinions with regard to the assessment criterion of “promoting and integrating heritage conservation in modern life”. The local authority planning officer considered that heritage conservation has been promoted and integrated because “...most of the historic buildings and the built environment have been successfully revitalized” and “...used for either their original designed purpose or for new functional activities.” In contrast, the other three groups considered that this desired outcome had only partially been achieved. They considered that the revitalisation of local heritage had been partially completed because despite many successful refurbishment and re-use projects there were still “...many derelict or empty buildings.” In addition, particularly the local residents felt that many of the streets inside the Quarter still needed “...urgent environmental improvement” and that without this the area would still have a “...poor image with local people and visitors.”

#### **5.4.2 Economic Outcomes of Regeneration in the Jewellery Quarter**

In the assessment model, five indicators were set up to examine the economic outcomes of regeneration. These were: protecting and promoting local economic activities; encouraging multi-functional economic activities; stimulating investment; generating employment; and increasing land (rent) value and reducing vacancy rates (see Table 5.2).

The surveys revealed that not unexpectedly the resident respondent group were less aware of the success or otherwise of the economic outcomes of regeneration with the exception of the fifth criterion of land value. This is mainly because the interviewees chosen for the Domestic Residents group were chosen because they

didn't work in either the creative or the jewellery industry and therefore there only engagement with the economic status of the area was as a resident. The major players in examining economic outcomes are, therefore, the other three respondent groups: the local authority planning officer, the creative-industries group and the jewellery-industries group. Again on many of the criterion there was a consensus between these three respondent groups. In particular, they concurred on the first, second, fourth of the economic outcome criteria and there was only disagreement with regard to the success of stimulating investment.

In respect of protecting and promoting local economic activities, the original local economic activities in the Quarter are clearly jewellery industry related. More recently, however, the Quarter has seen greater diversity as more new employment opportunities particularly creative industry related, have been brought into the area. In these circumstances, the three relevant respondent groups all felt that this criterion had been fully and successfully implemented. Significantly, the interviewees from the Jewellery Industries group were particularly positive about the achievement of this outcome suggesting that functional retention has been achieved.

The three professional respondent groups also all agreed that the regeneration activities had been successful in encouraging a multi-functional range of economic activities in the Quarter. Significantly, this was a key aim of many of the strategies for the Jewellery Quarter and many new economic groups have been attracted to the area (such as a variety of creative industries) and that many existing functions have been enhanced (such as resident community and jewellery industries).

These three groups also concurred with regard to the generation of new

employment in the Quarter. All interviewees agreed that there is a causal relationship between encouraging multi-functional economic activities and the generation of employment opportunities. Indeed, the range of multi-functional economic activities in the Quarter has created many job opportunities not only in jewellery related industries but also in creative related industries. Significantly, this has gone against the trend in many cities during the recession of the early twenty-first century.

Opinions varied amongst the respondent groups with regard to whether the outcomes of regeneration in the Jewellery Quarter had stimulated significant new investment. The local authority planning officer considered that this criterion had been fulfilled due to "...the investments attracted from both the public and private sectors to support the regeneration process". In contrast, the respondents from both the Creative Industries and Jewellery Industries groups considered that additional public funding was "...still required to stimulate further economic prosperity in the Quarter". Whilst recognising some improvement in this area they both therefore considered that this outcome had only been partially successful.

Significantly, with regard to the profile and image of the Jewellery Quarter, all of the respondent groups in the interviews agreed that the land and rental values had increased over the period focussed on in this research. In addition, the respondents felt strongly that the vacancy rates of both commercial and residential properties in the Quarter had been significantly reduced and at a sustainable level.

#### **5.4.3 Social Outcomes of Regeneration in the Jewellery Quarter**

In terms of achieving social outcomes there were four criteria considered: retaining population and bringing new residents and workers to the area; protecting cultural identity; and enhancing neighbourhood and social cohesion.

Uniquely, all four respondent groups considered that the criteria within the social outcomes section had been achieved and successful. It was evident to all respondents that the regeneration activities had not only retained the existing residential and industrial communities but also attracted a considerable number of new residents and workers. With the exception of the local authority planning officer, the other respondent groups did not have data to support this view, but all were confident that the visible signs of economic activity and people on the street were a clear indication of increased workers and residents. Indeed, the local authority planning officer was able to confirm that more jobs had been created in both traditional and newly attracted industries and that many new homes had been constructed.

The interviewees also concurred on the view that "...cultural identity has been protected and enhanced" by the regeneration in the Jewellery Quarter. The local planning officer believed that the cultural identity of the Quarter was also "...boosting tourism and bringing more economic benefits to the area". Significantly, for the local business and community groups such as Jewellery Industries, Creative Industries and Domestic Residents, the respondents reported that the cultural identity of the Jewellery Quarter was a major reason they either stayed or relocated to the area.

The four respondent groups in the interviews also all felt that there was greater neighbourhood and social cohesion in the Quarter as a result of the urban regeneration over the past decade or so. Indeed, the respondents mentioned a number of new forums, representative and interest groups established in the Jewellery Quarter in recent years. For example, there is the Jewellers' Association for the Jewellery Industries group and the Jewellery Quarter Neighbourhood Forum for the residential community. In addition, the interviewees in the

Jewellery Industries and Creative Industries groups and the Domestic Residents group all commented on the strength of the relationship between local industry, employers and the residential community. This is significant as in many mixed use quarters around the UK there are commonly reports about conflicts between different functional users.

## **5.5 Results of the Outcomes Assessment**

A total of twelve regeneration outcomes are examined and compared in Table 5.3. Significantly, eight of the criteria are considered as fully achieved by all four respondent interview groups. These include all three social regeneration outcomes; four of five economic regeneration outcomes; and one out of three of the physical regeneration outcomes. Two of the physical regeneration outcomes and one of the economic regeneration outcomes are defined as partially successful by the respondent groups. Significantly, the physical regeneration outcome for 'enhancing accessibility in the Quarter' is considered to have been unsuccessful by all four respondent interview groups.

Therefore, in eleven out of twelve outcomes related to the urban regeneration of the Jewellery Quarter are diagnosed by all four groups as successful or partially successful. When examining the respondent group's views in the matrix of outcome criteria in Table 5.3, it is clear that the effectiveness of regeneration policies applied in Jewellery Quarter can be considered as reasonably effective. In addition, based on this analysis, the urban regeneration policies with regard to social and economic revitalization appear to have been achieved more comprehensively than those for the physical regeneration of the Quarter.

	CRITERIA (INDICATORS)	PO	CR	JW	RE
PHYSICAL	Improving the built environment to attract new functions.	√	√	√	√
	Promoting and integrating heritage conservation in modern life.	√	P	P	P
	Providing inclusive & quality public space (including public realm such as street furniture).	P	P	P	P
	Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection).	X	X	X	X
ECONOMIC	Protecting and promoting local economic activities (e.g. traditional jobs).	√	√	√	N
	Encouraging multi-functional economic activities.	√	√	√	N
	Stimulating investment.	√	P	P	N
	Generating employment.	√	√	√	N
	Increasing land (rent) value and reducing vacancy rates.	√	√	√	√
SOCIAL	Retaining population and bringing new people to the area (residents and workers).	√	√	√	√
	Protecting and enhancing cultural identity.	√	√	√	√
	Enhancing neighbourhood and social cohesion.	√	√	√	√

Table 5.3: Indicators for Examining Outcomes of the Jewellery Quarter's Regeneration.

(√) the criterion was implemented; (X) the criterion hadn't been implemented; (P) the criterion was approved partially; (N) NA - not applicable.

## **5.6 Other Key Findings in Interviews**

One of the major advantages of utilising semi-structured interviews is that it gives the interviewer the opportunity to probe certain responses in more detail and enables respondents to contribute other views and opinions. Interestingly, in the interviews with the respondent groups in the Jewellery Quarter many current issues were raised by all of the groups. These included:

- the isolated and detached position of the Quarter in terms of its poor connectivity to the City Centre;
- the lack of public spaces and attractive walking routes;
- the number of vacant and under-used sites still needing new uses or redevelopment;
- parking problems for residents and workers; and
- the lack of green spaces.

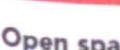
## **5.7 Future Development in Birmingham's Jewellery Quarter**

In the 2010, Birmingham Big City Plan (Stage 2), the Jewellery Quarter was considered as "...a special part of Birmingham's heritage: an asset that supports the authentic character of the city centre and differentiates it from other large UK cities. It also is unique internationally as a centre of excellence in the manufacture and trade of jewellery." (Birmingham City Council, 2010a: 77)

If the city's masterplan is achieved, the Jewellery Quarter will in the next decade evolve into an urban village, driven by both the historic jewellery trade and emerging creative industries alongside a growing residential population. To do so, however, the City Council will need to address a few fundamental issues. In

particular, it is clear from the interview survey that one of the keys to the Jewellery Quarter's future success lies in re-establishing historical connections to the City Core across Great Charles Street and improving pedestrian routes from the City into the heart of the quarter.

**KEY**

-  Clock - heart of Jewellery Quarter
-  Jewellery Quarter and Snow Hill Stations
-  Access to rail stations
-  Metro stops
-  Existing block structure
-  Blocks within Snow Hill District and Westside major transformation area
-  Blocks forming part of other major developments
-  Rail viaducts
-  Existing open spaces
-  New open spaces
-  Canal space interventions
-  Primary walking routes
-  Local walking routes
-  Canal
-  Rail line
-  A38 Corridor
-  Major road interventions and improved pedestrian crossing

**Open spaces**

- 1 St. Paul's Square
- 2 St. Philip's churchyard
- 3 NEW - Ludgate Hill public realm
- 4 St. Chad's public realm
- 5 NEW - Livery Street canal area under the viaduct
- 6 Newhall Square
- 7 NEW - Golden Square
- 8 Warstone Lane and Key Hill cemeteries
- 9 NEW - Albion Square
- 10 NEW - Kettleworks open space



Figure 5.18: The Jewellery Quarter Masterplan.

(Birmingham City Council, 2010a)

### 5.7.1 Creating a Liveable Place

If the Jewellery Quarter is to achieve its aim of becoming an urban village it will need to attract a more diverse range of residents. To do so, the development of a greater range of housing types, sizes and tenures will need to be achieved to bring a broad range of residents into the area. In particular, there is a lack of family housing and the City Council will need to consider how to facilitate the delivery of, for example, new town houses.

Another key issue that the Council will need to focus on in its future initiatives is the quality of open spaces in the Golden Square. Indeed, more comfortable places need to be created for people to relax and meet, and also to create opportunities for events such as markets and festivals. Both St. Paul's Square, and the proposed Golden Square have the potential to become high quality public places and this opportunity needs to be exploited. Additionally, the historic Key Hill and Warstone Lane cemeteries can also be developed as the Quarter's major green open spaces.

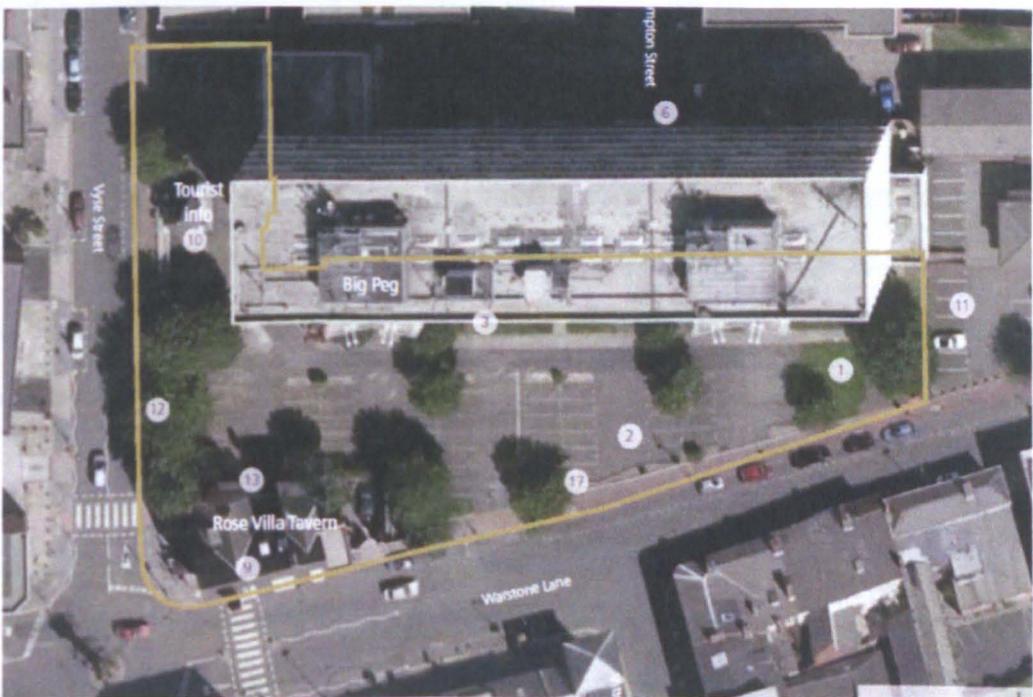


Figure 5.19: The Golden Square Project Site. (Birmingham City Council, 2010b)



Figure 5.20: The Golden Square Proposal. (Birmingham City Council, 2010b)

### 5.7.2 Creative Places

Despite considerable achievements over the past fifteen years, the City Council should still aim to further diversify the economic uses and activities in the Jewellery Quarter in order to boost the visitor potential. In creating an urban village, residential uses will continue to form part of the rich mix of uses but other new complementary activities would further enhance the quality of the area. The successes to date in terms of attracting creative industries should be built upon and a sustainable critical mass has nearly been achieved. Further growth of creative functions will help to further improve the area's image and the visitor experience enabling the Quarter to be further promoted as a vibrant tourist destination.

### 5.7.3 A Connected Place

As discussed previously, the most obvious deficiency in the regeneration of the Jewellery Quarter is the lack of connections with the city core and within the area

itself. Therefore, improved pedestrian connections, both into the Quarter from the City Centre and between activities and open spaces within the area will be vital to the Quarter's future success.

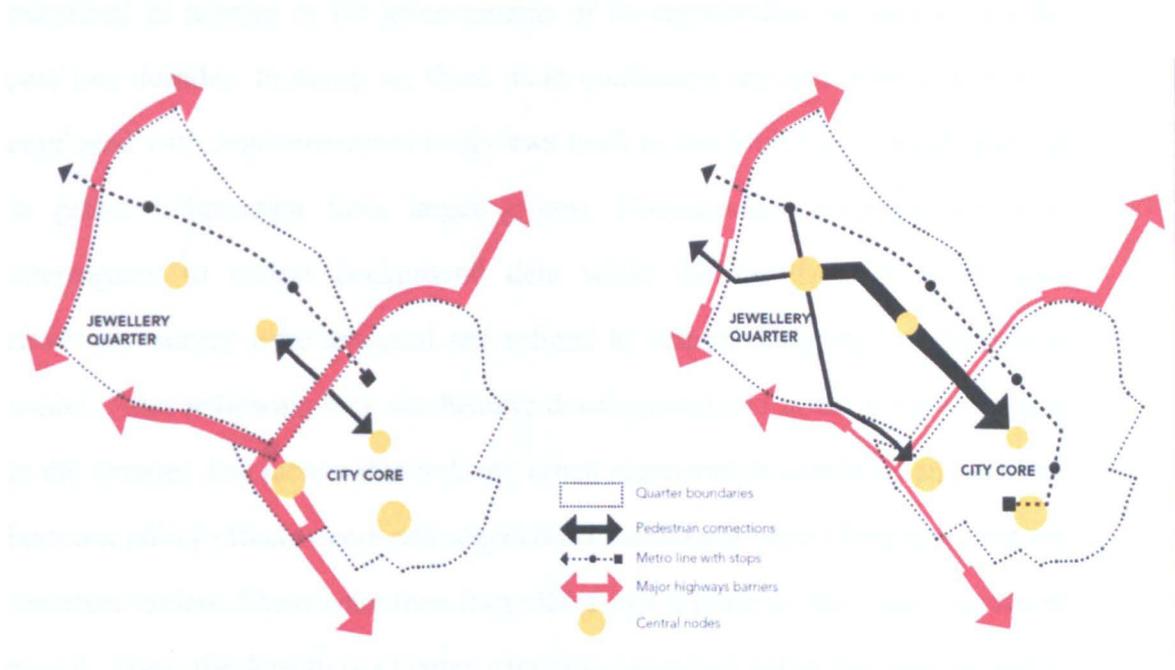


Figure 5.21: Urban Connection (Present and in 20 years). (Birmingham City Council, 2010a)

#### 5.7.4 An Authentic Place

Some sites within the Jewellery Quarter remain under-used and/or derelict. This can clearly impact negatively upon area's image and attractiveness and in turn influence those making investment or relocation decisions. The conversion and re-use of the derelict buildings, the development of gap sites and environmental improvements to streets needs to be given high level importance in the immediate plans for the Quarter.

## **Summary**

In this chapter, Birmingham's Jewellery Quarter case has been presented and examined in relation to the achievements of its regeneration strategies over the past two decades. In doing so, three main qualitative research approaches were employed with semi-structured interviews used as the principle research method to gather information from target groups. Documentary evidence was also interrogated to collect background data while the results from a previous residential survey were analysed and refined to help in designing an assessment model. After reviewing both the historic development and urban policies applied in the Quarter, key factors that indicate urban regeneration outcomes and the link between policy effectiveness and regeneration outcomes were identified from the literature review. These were then formulated into a purpose designed assessment model. Then, the Jewellery Quarter case was examined using this new model to analyse the physical, economic and social outcome of regeneration. Finally, the needs and potentials for the future development of the Quarter were presented along with recommendations.

## CHAPTER 6: THE LACE MARKET, NOTTINGHAM

### **Introduction**

The Lace Market is a unique historic quarter in the heart of Nottingham. It was once the heart of the world's lace industry during the height of the British Empire. Nowadays, it is a protected heritage area with many impressive examples of 19th century industrial architecture. The regeneration process could be argued to have commenced Lace Market in 1969, when the Lace Market was declared one of the first UK conservation areas. During the 1970s, the strategy in the area typically focussed on preserving the physical fabric in conjunction with attempts at functional conservation of the few remaining industrial employers. Then in 1989, the *Lace Market Development Strategy* was approved by Nottingham City Council's Planning Department with the purpose of revitalising the Lace Market as a mixed-used quarter. In 1992, *Nottingham's Economic Development Strategy* was published by the City Council, and its major object was to sustain and develop viable businesses to meet current market conditions. This was the beginning of the Lace Market's modern regeneration programme and the area is now considered as one of the best examples of heritage-led regeneration in the UK (Morris, 1991).

Similar to Jewellery Quarter case study, this chapter will identify the utilised research approaches, and then review the historical background and evolution of development and regeneration in the Lace Market. Thereafter, the targeted outcome assessment model will again be used to assess the regeneration outcomes

in terms of the physical, economic and social domains. Finally, the potential for future policy, initiatives and development will be considered.

## **6.1 Research Methods used in Nottingham's Lace Market**

Three main data sources are used in the data collection process of this research thesis for the Lace Market: semi-structured interviews; a review of documentation; and a review of archival records.

### **6.1.1 Semi-structured Interviews**

#### ***6.1.1.1 In-depth Interview***

Similar to the Jewellery Quarter case study, the principle research method of this thesis for the Lace Market case study is semi-structured interviews. The difference being that only in-depth interviews were utilised in this case study. These were used to collect and probe information from local authority planners, key players involved in regeneration and the local business and residential community. Twelve interviews were conducted with participants from these various groups in the Lace Market and the in-depth interviews were designed to last approximately an hour and in practice varied from 45 minutes to 90 minutes.

#### ***6.1.1.2 Target Groups***

Two target groups for interviews were selected in the case and samples from each group were participated in the study:

##### **Planning Officers/Regeneration Experts (PO) Group**

This group is for gather information from Nottingham City Council and key members of former regeneration agencies/organisations that played significant roles in the regeneration process. As such, there were three interviews in this

group, one with a senior local planning officer and two with former regeneration company directors.

### **Local Residential and Business Community Group**

This group includes both local companies and domestic residents.

- ***Business Community (BC)***: local businesses in the Lace Market include: textile, professional firms, art and design companies, restaurants and pubs, nightclubs, etc. In this case study, four interviews were carried out from a range of business types.
- ***Domestic Residents (RE)***: as with the Jewellery Quarter, the number of domestic residents in the Lace Market has increased considerably in recent years due to the conversion of former industrial buildings and new-build apartment blocks. For this study, five domestic residents in different apartment blocks were asked to participate in the study. Moreover, in order to avoid overlap with the business community group, these interviewees were not employed in the Lace Market.

#### **6.1.2 Documentation**

For the Lace Market, the documentary research predominantly focused on government, regeneration agency and developer's documents as well as media reports. Moreover, this data is used not only for background studies but also to enhance the examination of the regeneration outcomes.

## **6.2 History of the Lace Market**

The first settlement in the Lace Market area can be traced back to pre-Norman times and from the 6th to the 11th centuries it was the main occupied site of the settlement that was to become Nottingham. The first settlement was a small rural

one that was then fortified and the southern side of this defence consisted of the natural sandstone cliff that can still be seen on the southern edge of High Pavement. By the ninth century, the area had become an important strategic town and in the tenth century, when the shires were established, Nottingham was considered important as a military and trade centre. However, the occupied part of Nottingham remained the same as the original fortified site until the middle of the eleventh century (Oldfield, 2001).

Much of the surviving street pattern in Lace Market was formed as a Medieval Town. During the late 1300s, St. Mary's Church was rebuilt to mostly its current state. Then, a Guild Hall which became the Court House and Town Hall later was built in Weekday Cross. According to the St. Mary's Church Warden's Book in 1582-83, 12 streets with 124 houses existed in the Lace Market area (Cuesta et. al., 1999). The area was not considered as particularly prosperous and it remained this way until the second half of 1600s when the hosiery trade replaced the wool trade.

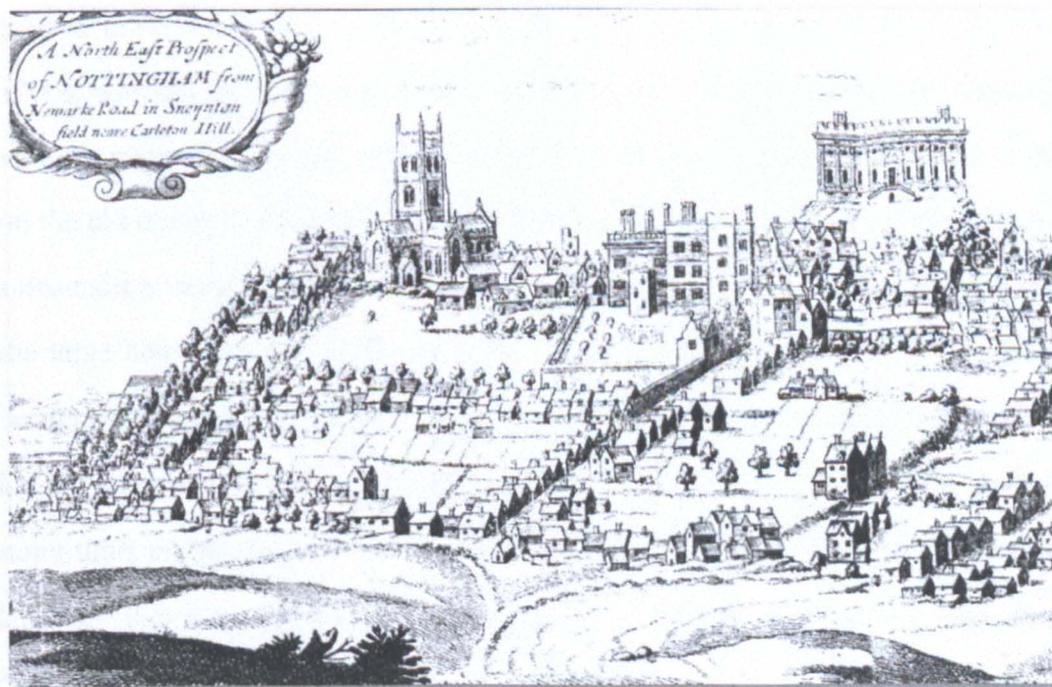


Figure 6.1: A Map of the Area around St. Mary's Church c.1670. (Oldfield, 2001)

As shown in an early map by John Speed in 1610, the houses in the Lace Market area stretched along both sides of the streets between Fletcher Gate and Stoney Street, with large open spaces or gardens at the rear (Oldfield, 2001). By the early part of the seventeenth century, the wool trade in the area had been replaced by the cloth making around the County. This stimulated the local economy and encouraged the construction of new houses in the town. As a result, in the second half of the seventeenth century, wealthy people built new houses and the area became a "...rich and flourishing place" (Powell, 2006). On the other hand, in the middle of the 1600s, there was a migration of the stocking industry northwards to the East Midlands and Nottingham became the commercial centre for both its manufacture and trade.

In the first half of the eighteenth century, employment opportunities in the booming hosiery trade attracted a growing population. In 1739, there were about 500 houses and 2000 people in the Lace Market area as well as open spaces and orchards. At this time, the Lace Market area was the centre of the town and housed civic buildings like the Town Hall and County Gaol. Then, in the late 1700s, with the population in the area still rising with migration from surrounding villages many new houses were constructed leading to a denser townscape built on the old medieval street pattern. As a result, the wealthy began to relocate to the surrounding suburbs and countryside. The local hosiers then bought and adapted the large houses as live-work accommodation. From the mid-eighteenth century, because of changes in fashion and strong competition from the Lancashire cotton industry, both the hosiery trade and framework knitting began to decline. At this same time, entrepreneurial local hosiers began to experiment with the production lace on the local invented stocking-frame machine. As a result, the first Nottingham lace was successfully produced in 1769.

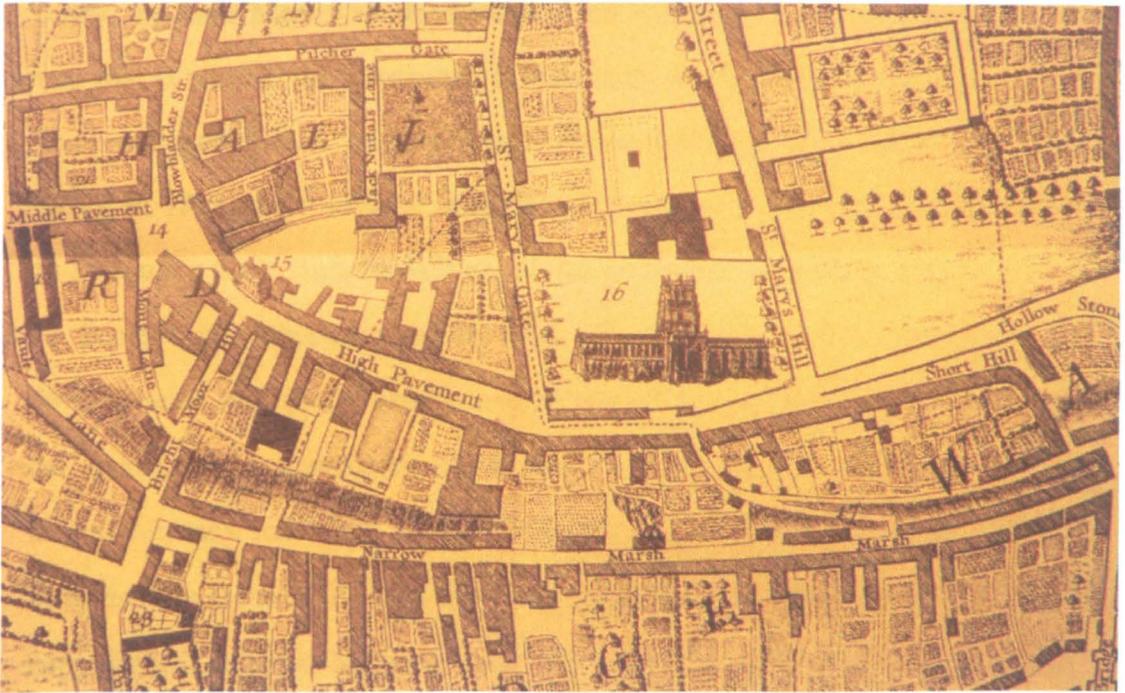


Figure 6.2: Part of Badder and Peat's Map (1774) Showing the Lace Market Area. (Oldfield, 2001)

\*14 Weekday Cross; 15 The Charity School; 16 St. Mary's Church.

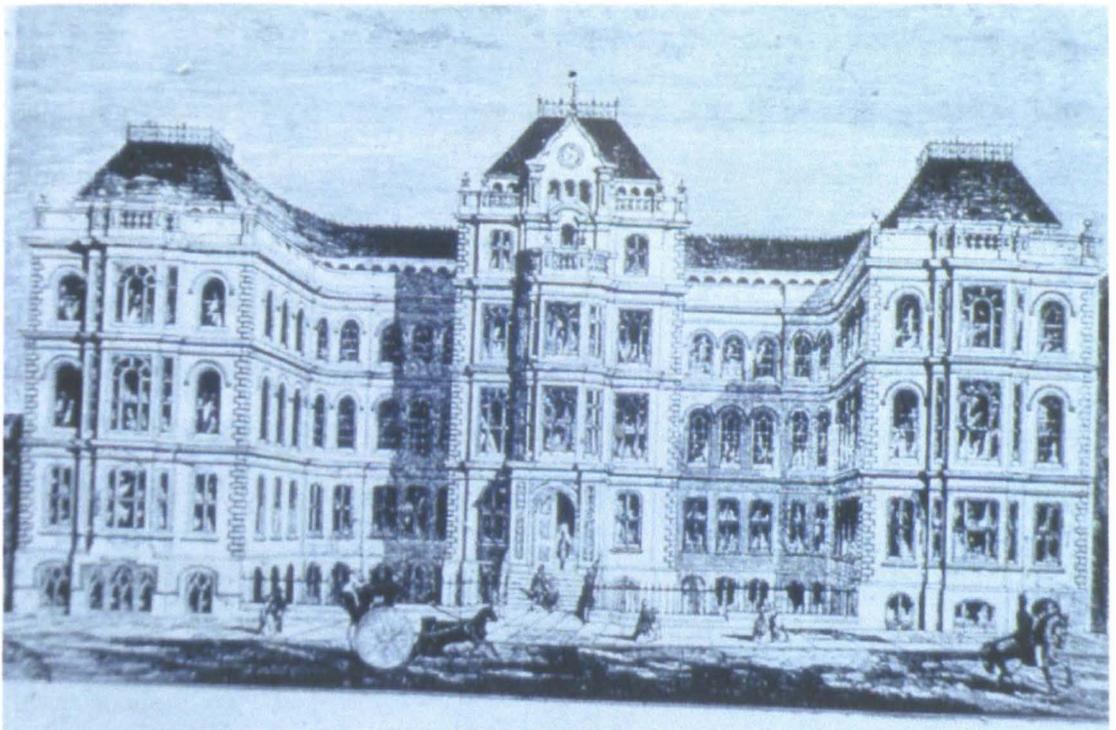


Figure 6.3: The Adams Building in the Nineteenth Century. (Bell & Jayne, 2004)

Today, the Lace Market in Nottingham is considered as a unique example of an area that is rich in the nineteenth century industrial architecture. Following the first production of lace, the area became famous as 'The Lace Market' in the early 1800s. In 1832, there were 66 lace manufacturers in the area principally located on St. Mary's Gate, High Pavement and Stoney Street. In addition, there were still 12 hosiery manufacturers in the area. Then in the 1840s, two important developments took place. Firstly, a local town policy allowed construction upon the open fields; and secondly, the emergence of steam power to drive the large lace and hosiery machines. This resulted in many large steam-powered factories being built in the area. Later in the 1850s, the buildings in the Lace Market could not sustain the increasing lace operations, output and trade. Therefore, the Lace Market was re-built and new grand warehouses were built on Stoney Street by the architect Thomas Hine who was hired by industrialists Birkin and Adams. One effect of the construction of the new warehouses was that many of the former houses were demolished and residents in the area were displaced to the edge of the town. For instance, in 1841, there were 38 houses with 223 people in them on High Pavement whereas by the end of the 19<sup>th</sup> century, the Lace Market had almost no residential community. Nottingham's lace industry thrived during the nineteenth century Industrial Revolution and the Lace Market became the leading international centre of lace production (Ferris, 2002). Indeed, in 1897, there were 249 lace manufacturers and over 200 of these located in the Lace Market area. Significantly, at this time over 20,000 people worked in lace industry in Nottingham and most of them were women (University of Nottingham, 1952). The production of lace in the Lace Market peaked in 1914 with over 1500 warehouses located in the area. However, the decline of lace industry began shortly after the beginning of the First World War, and as a result some manufacturers diversified into textiles or dry goods although many went out of business. Following the financial crisis of 1929, the lace trade continued to

decline, and many buildings in the area became used for other activities. For example, in 1932, there were 120 firms remaining in the Lace Market and only 75 of them were undertaking lace-related activities. As a result, the buildings began to rapidly deteriorate and there were few resources or a desire to maintain them.



Figure 6.4: Stoney Street in 1910 is Evidence of a Busy Lace Market.  
(Powell, 2006)

By the late 1950s, the Lace Market had almost become an abandoned and forgotten part of the city. The area had very high vacancy rates; indeed, very few of the buildings were occupied at all. Some buildings were also demolished for safety reasons and thoughts were moving towards wholesale redevelopment of the area during the 1960s. Indeed, this coincided with many city-wide road widening proposals and a number of buildings in the Lace Market were cleared in preparation for new roads through the area. In the short-term these became temporary car parks that had a further negative impact on the appearance of the Lace Market. The collapse of the lace industry continued until by the early 1970s, when reduced world trade and increased competition from overseas, the industry had almost completely vanished from the area. This under occupation resulted in obsolete and deteriorating buildings and public spaces. The area was at the time considered to be generally unattractive in decline and beyond reprieve (English Heritage, 2005a).

Significantly, it was around this time that there was a growing concern about the wholesale demolition of historic buildings. Indeed, the Nottingham Civic Society was formed in 1962 with "...the object of encouraging good planning to achieve a worthwhile environment and to preserve desirable aspects of the City's heritage" (Oldfield, 2001). Although the current comprehensive process of listing buildings was introduced in the Town and Country Planning Act 1947 following an interim post-War system, it was not until the late 1960s that buildings other than those of special national interest or religious buildings were considered worthy of listing. Increasingly, Government encouraged local authorities to protect important buildings through their designation as listed buildings. Nottingham City Council was one of the forerunners of this movement and as a result, 35 historic buildings in the Lace Market were listed as early as 1972. In the 1970s, policies for the protection of these buildings in the Lace Market focussed upon repairs to the

building facades. During the 1970s, there was also a concern with trying to retain what was left of the former textile industry. Although very few companies remained and half of them now concentrated on other textiles rather than lace the City Council still naively felt this industry could once again become a strong source of employment.



Figure 6.5: Halifax Place (the White Building) in 1970. It was erected in 1760 as the Zion Chapel by dissident Unitarians. In the nineteenth century and beyond, it was variously a Sunday school, the Halifax Academy and a warehouse. It was purchased on behalf of the Lace Market Theatre in 1971. (Photograph provided by Jim Taylor)

## 6.3 Conservation and Regeneration in the Lace Market

### 6.3.1 Regeneration in Nottingham's Lace Market (1969- 1997)

- *1970s/1980s*

The Lace Market was declared a conservation area in 1969. This was shortly after the Government's Civic Amenities Act was passed in 1967, enabling areas of special architectural or historical importance to be protected. This saw an important move to consideration of whole areas of townscape rather than just individual buildings. Upon declaring the Lace Market as a conservation area, Nottingham City Council formed a Working Party and a conservation policy for the area was quickly developed. This policy was approved by the City Council's Planning and Development Committee in 1973 and was published in 1974 as *A Conservation Policy for the Lace Market*. Furthermore, this policy proposed a combination of conservation and selective redevelopment. The City Council still viewed the Lace Market as a potential industrial employment base and in 1979, the Lace Market was declared as an Industrial Improvement Area (IIA). This gave the local authority the ability to award grants to aid the restoration and repair of the former industrial buildings. Strategies at this time focused on the internal reconstruction of the buildings whilst preserving the external facades with the aim of attracting textile and related companies to bring back the traditional economic role of the area. As a result, the Lace Market was considered one of the most successful Industrial Improvement Areas in terms of building conservation and by 1982 over 100 buildings had been renovated under various grant schemes (English Heritage, 2005a). Unfortunately, the scheme had limited impact in terms of attracting the textile industry to return.

Through the 1980s, there was limited activity in terms of physical regeneration or

economic development in the Lace Market. In 1989, however, the *Lace Market Development Strategy* was approved by Nottingham City Council's Planning Department and its main purpose was to stimulate wide-scale revitalisation. The result of this strategy, which still focussed on bringing back a textile industry, was that over 150 buildings were improved with many being converted into new workshops. In addition, two main flagship developments were proposed: first, a multi-storey car park with offices above on a site that had been used as surface car parking on Stoney Street; and the former Unitarian Chapel on High Pavement, built in 1876 but abandoned since 1982, was to be converted into a Lace Hall museum showing the history of Nottingham's lace. Both these developments were completed in the early 1990s, however, within a few years it was again converted into a bar/restaurant called Pitcher & Piano and a new smaller Museum of Lace opened the same time.

It became clear by the late 1980s that the strategy of stimulating new industrial activity adopted in the 1970s was unlikely to play a role in the areas future. Indeed, city centre rents had risen significantly during the 1980's and the potential rental value of the Lace Market buildings for office use greatly exceeded those for industrial use. As a result, there was growing private sector development pressure to convert former industrial buildings into office space. The high demand for office space was predominantly coming from small professional service companies attracted by the location but also by the character of the Lace Market. As a result, rents in the area continued to rise and as a result preventing office conversions from dominating the whole of the area became the new challenge (Cuesta et. al., 1999).

- **1990s**

In 1989, the Lace Market Development Company Limited (LMDC) was formed

as a public/ private partnership between the Nottingham City, Nottinghamshire County Councils and four private investors (Nottingham City Council, 1989). The major object of this new partnership was to undertake a number of development projects within five years to kick-start the revitalisation process. In addition, to the LMDC, the Lace Market Heritage Trust (LMHT) which represented Lace Market companies was formed in 1991. The LMHT worked alongside the LMDC, and became a key agent in using central government grants to enhance the spatial and economic character of the area (Shorthose, 2004). For example, the LMDC and LMHT worked together on two of the largest and most problematic buildings in the area - the Adams and Page Building on Stoney Street and the old Shire Hall on High Pavement. As a result, the Adams Building has been transformed as the New College Nottingham campus whilst the Shire Hall was converted to the Galleries of Justice tourist attraction (see Figure 6.6).

The *Nottingham Economic Development Strategy* was launched by the City Council in 1992 with the major objective of sustaining and developing viable businesses to meet current market conditions (Nottingham City Council, 1992). This Strategy informed the subsequent the *Lace Market Development Strategy Review*, which was introduced in 1993. A pragmatic strategy, it proposed phased projects, interim uses and innovative funding packages to secure viable and sustainable development. Moreover, the *Lace Market Development Strategy Review*, recognising the danger of office development dominating the area, also strongly advocated the creation of a mixed-use quarter with particular emphasis on the potential for new and converted residential development to create an 'urban village'. In 1997, the *Conservation Area Partnership Scheme* was funded by English Heritage and a new *Lace Market Investment Strategy* outlined that the need for a flexible redevelopment in the Lace Market area (English Heritage, 1997).



Figure 6.6: The Unitarian Chapel in High Pavement before Conversion.  
(Photograph provided by Jim Taylor)

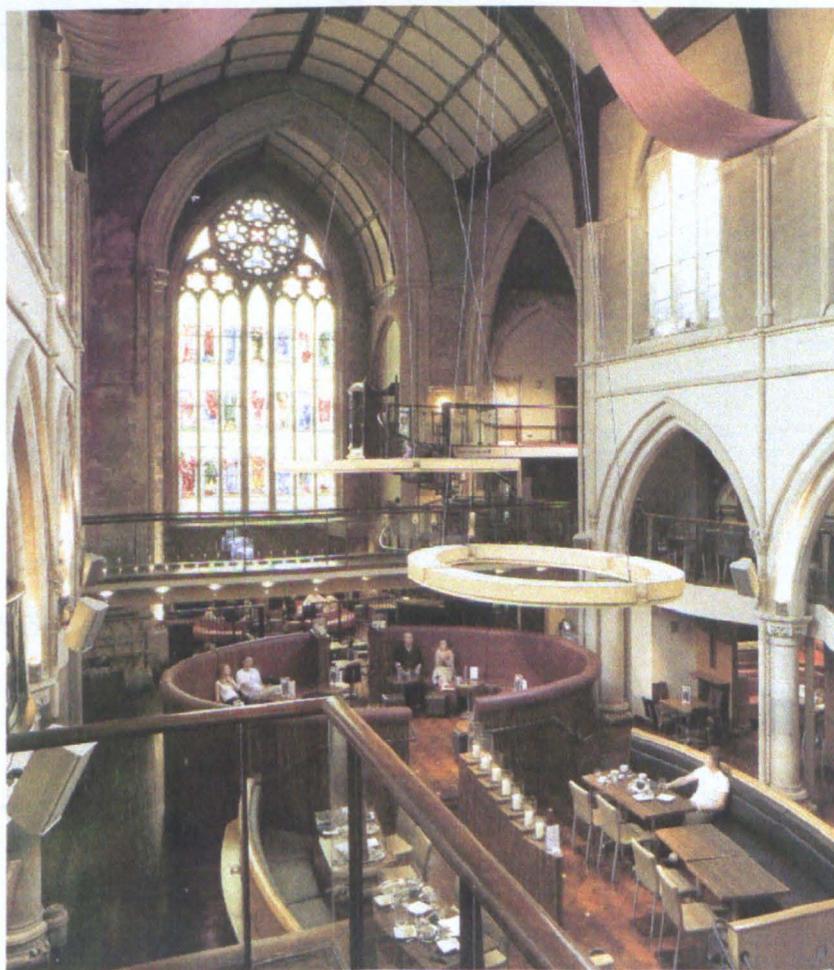


Figure 6.7: The Former Unitarian Chapel Was Converted to a Bar  
Called Pitcher & Piano. (English Heritage, 2009)



Figure 6.8: The Adams & Page Building before Conversion.  
(Source: Bell & Jayne, 2004)

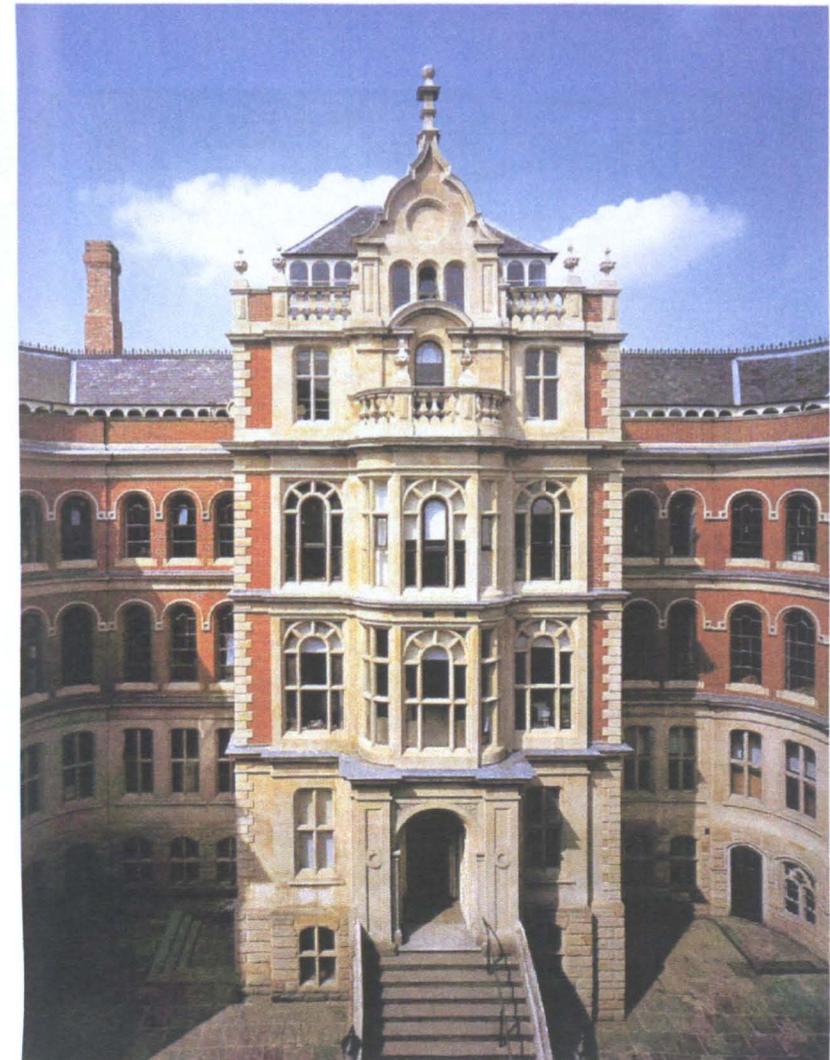


Figure 6.9: The Adams & Page Building after Change of Use to a  
FE College.  
(Source: Beckett & Brand, 1997)



Figure 6.10: The Interior of Adams Building before Revitalization.  
(Source: Powell, 2006)



Figure 6.11: The Interior of Adams Building Used as a Studio for New College Nottingham after Revitalization.  
(Source: Powell, 2006)

- **2000s**

By 2005, the Lace Market had by general consensus undergone a dramatic revitalisation process with most of the historic buildings having undergone adaptive re-use to new functions, a wide range of different land uses creating mixed use vitality, and a significant residential population living the area.

In 2005, the City Council published its *Nottingham City Centre Masterplan 2005-2015*. In the plan, the Lace Market was identified as one of the best heritage-led regeneration cases in the country; however, it did identify a few key projects that would tackle the remaining development sites. These projects included:

- A new Lace Market Square (see Figure 6.12) was proposed and subsequently completed in 2008. It is a mixed-use scheme including 46 apartments, retail and leisure space surrounding a new open square with basement parking. The development replaces a surface car park that was blighting a key pedestrian connection between the Lace Market and the City Centre.
- The Pod, a retail and commercial development containing shops and a hotel on the edge of the Lace Market which was completed in 2007 (see Figure 6.13).
- The Centre for Contemporary Art Nottingham (CCAN) which is one of the largest contemporary art spaces in the UK, with four galleries, an auditorium, an education space, a study centre, a cafe-bar and a shop (see Figure 6.14) was opened in November, 2009 (Bildurn Properties, 2010).

The masterplan also identified also identified a few ‘buildings at risk’ such as the County House on the High Pavement, which in 2013 has still to attract a new use and the structure is continuing to deteriorate.

A summary of newspaper reports on the regeneration in Nottingham's Lace Market from 1998 to 2010 is also summarised and presented in Appendix 12 giving an informative additional regeneration timeline in Lace Market.



Figure 6.12: The New Lace Market Square.

(Source: Bildurn Properties, 2010)



Figure 6.13: The Pod on the Edge of Lace Market.

(Source: English Heritage, 2009)



Figure 6.14: The Centre for Contemporary Art Nottingham. (Source: Bildurn Properties, 2010)

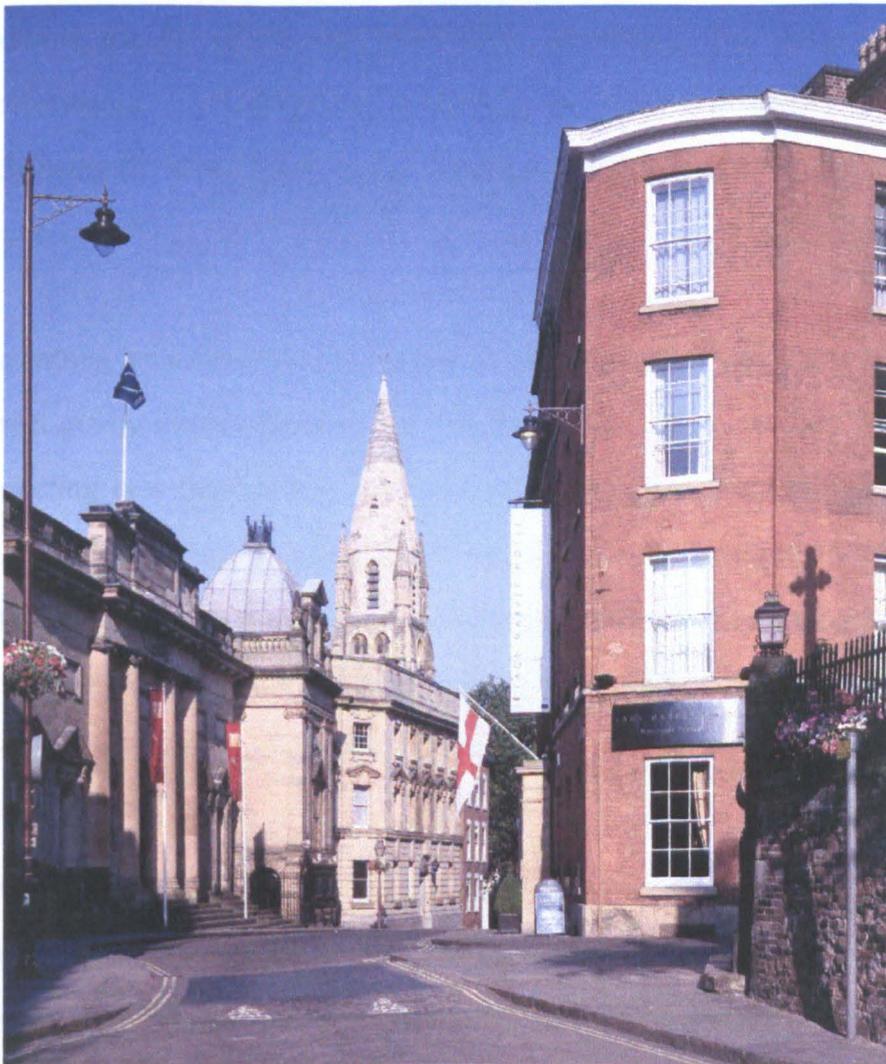


Figure 6.15: High Pavement with the Galleries of Justice on the Left and the Lace Market Hotel on the Right. (Source: Beckett & Brand, 1997)

## **6.4 Assessment of Regeneration in Nottingham's Lace Market**

As with the Jewellery Quarter case study, a regeneration outcome assessment model is designed and used to examine achievements in the Lace Market. In each case study a similar model is used but with some individual specific criteria informed by the regeneration aims of each case study (see Table 6.1).

### **6.4.1 Physical Outcomes**

The variation from the model for the Jewellery Quarter (Table 5.3) is that for the Lace Market there five criteria against which to measure the physical outcomes of urban regeneration (see Table 6.2). These criteria are: improving the built environment to attract new functions; promoting and integrating heritage conservation in modern life; providing inclusive and quality public space; enhancing the accessibility in the Quarter; and creating a lively but safe nightlife scene.

According to analysis of the results of the interviews (see Table 6.2) all three target groups shared the same opinions on the first four outcomes. With regard to attracting new functions all respondent interview groups identified a variety of new activities such as new culture and media companies, retail units, tourism attractions, restaurants, bars, etc. In addition, all interviewees mentioned the vast growth in the number of residential units whereas 15 years ago there were hardly any residents living in the Lace Market.

The groups also agreed on the success of environmental improvements such as new paving, street furniture and lighting together with the development of a new public space at the Lace Market Square. The also agreed that the area is very accessible and well connected for pedestrians and also offers different modes of

	<b>CRITERIA (INDICATORS)</b>	<b>PO*</b>	<b>BC*</b>	<b>RE*</b>
<b>PHYSICAL</b>	Improving the built environment to attract new functions.			
	Promoting and integrating heritage conservation in modern life.			
	Providing inclusive & quality public space (including public realm such as street furniture).			
	Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection).			
	Creating lively but safe nightlife scene,			
<b>ECONOMIC</b>	Encouraging multi-functional economic activities.			
	Stimulating investment.			
	Generating employment.			
	Increasing land (rent) values and reducing vacancy levels.			
<b>SOCIAL</b>	Retaining population and bring new people to the area (residents and workers).			
	Protecting and enhancing cultural identity.			
	Enhancing neighbourhood and social cohesion.			

Table 6.1: A New Model for Examining Policy Effectiveness in Nottingham’s Lace Market.

\*Target groups: PO - Planning Officers/Regeneration Experts; BC – Business Community; RE - Domestic Residents

	CRITERIA (INDICATORS)	PO	BC	RE
<b>PHYSICAL</b>	Improving the built environment to attract new functions.	√	√	√
	Promoting and integrating heritage conservation in modern life.	√	√	√
	Providing inclusive & quality public space (including public realm such as street furniture).	√	√	√
	Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection).	√	√	√
	Creating lively but safe nightlife scene.	√	P	X
<b>ECONOMIC</b>	Encouraging multi-functional economic activities.	√	√	N
	Stimulating investment.	P	X	N
	Generating employment.	√	√	N
	Increasing land (rent) value and reducing vacancy levels.	√	√	P
<b>SOCIAL</b>	Retaining population and bringing new people to the area (residents and workers).	√	√	√
	Protecting and enhancing cultural identity.	√	√	√
	Enhancing neighbourhood and social cohesion.	P	X	X

Table 6.2: Indicators for Examining Outcomes of the Lace Market's Regeneration.

(√) the criterion was implemented; (X) means the opposite; (P) was approved partially; (N) NA- not applicable.

transport with good public transport links including the new tram. The last indicator is particularly for Lace Market considering safety issues at night.

Significantly, there were varied opinions amongst the respondents with regard to the safety and perceived safety at night-time in the Lace Market. Interestingly, all three respondents in the Planning Officer/Regeneration Experts group, considered that this criteria has been achieved highlighting that CCTV, and improved lighting, together with more 'eyes on the street' have significantly improved the safety situation in the area. On the other hand, the interviewees in the Business Community group thought the safety issue had been partially solved because some parts of the area are still widely considered as "...dark and unsafe places" at night. The Domestic Residents group had stronger concerns and four out of the five respondents considered that there were "...still major improvements needed to make the area feel safe at night." Arguably, this group is the best one to represent the 'real' views as they are always in the Lace Market at night-time. When questioned in more depth it was interesting to discover that many of the apprehensions regarding night-time safety centred around "...the noise and behaviour of some people frequenting late night bars and nightclubs." Ironically, these establishments are also seen as a positive in terms of being new functional activities that attract more people into the area.

#### **6.4.2 Economic Outcomes**

The criteria indicator that focuses on the enhancement of traditional local economic activities is removed from the assessment criteria for the Lace Market as the traditional economic base of lace and textile industries had previously disappeared from the area. Therefore, four indicators are used to examine the economic outcomes of urban regeneration in the Lace Market: encouraging multi-functional economic activities; stimulating investment; generating

employment; and increasing land (rent) values and reducing vacancy rates.

As with the Jewellery Quarter results, the Domestic Residents group had little knowledge of many of the economic regeneration outcomes with the exception of the land value criteria that directly impacts upon them. Both the Planning Officer/Regeneration Experts group and Business Community group concurred that the Lace Market had managed to attract a range of multi-functional economic activities. Significantly, and like the results from the Jewellery Quarter these two groups also felt that the "...opportunities for employment had improved during the past decade even at a time of economic recession." Furthermore, these two groups also shared the same opinion that land and rental values had increased and that vacancy rate had been reduced in the area. Interestingly, the Domestic Residents group partially agreed with this criteria but they did express concerns regarding the number of vacant apartments which they felt were due to "...over-reliance on a few investors who are holding blocks of apartments."

Finally, the Planning Officer/Regeneration Experts group and the Business Community group disagreed on the success of delivering investment into the area. The Planning Officer group insisted that large levels of inward investment had been brought into the area, however, the Business Community group considered that this had only been partially successful and that "...new investment mechanisms are required as we move towards the end of the recession to really stimulate sustainable economic growth, not just in the Lace Market but in the city generally."

### **6.4.3 Social Outcomes**

The social regeneration outcomes assessed as part of the appraisal of regeneration in the Lace Market are the same as those for the Jewellery Quarter case study. All

three respondent groups were in agreement that the first two indicators, retaining population and bringing new residents and workers into the area had been successful (Table 6.2). For this criterion, the total of 1800 new residential units together with many new employers provides the proof. All of the respondents also considered that the cultural identity of the Lace Market had been significantly enhanced and that the unique character created by the historic townscape was a major factor in this. The Business Community and Domestic Residents groups both spoke strongly about being "...proud of being associated with the Lace Market." There were also many positive comments about the cultural identity from all three respondent groups during the interviews. Indeed, there were common references to: the large collection of Victorian-industrial listed buildings; the distinctive townscape and setting; the Georgian town houses; the identification of one of the best townscapes in the UK by the Commission for Architecture and the Built Environment; and creative energy of the area.

The respondent groups did, however, disagree about the successes of neighbourhood and social cohesion. The Planning Officer/Regeneration Expert group considered that criteria had been fulfilled partially because the regeneration had already "...met the needs of the resident community" from a very early stage. However, the opinions from the other two groups were quite different; both the Business Community and Domestic Residents groups insisted that no communication existed between local companies and the residents in the area. They both felt that there was a need for a community group or association that "...brought together the business and residential communities to enable them to share concerns and visions for the future of the Lace Market." Both groups felt that the City Council should be responsible for facilitating such a forum and that it could play a "...significant role in securing a sustainable future for the area".

## **6.5 Results of the Assessment of Regeneration Outcomes in the Lace Market**

The results of the twelve regeneration outcomes examined are summarised in Table 6.2. Firstly, eight of them are considered as fully achieved or successful by all three respondent groups: four out of five outcomes from the physical regeneration criteria; two out of three from the social regeneration criteria; and two out of four from the economic regeneration criteria. Secondly, the remaining four outcomes are defined as partially completed: one outcome from the physical regeneration criteria; two from the economy regeneration criteria, and one outcome from the social regeneration criteria.

Therefore, all twelve outcomes of the urban regeneration of the Lace Market are considered by all three respondent groups as successful or partially successful. Under these circumstances, the effectiveness of the urban regeneration policies applied in the Lace Market can be confirmed as effective. In addition, based on analysis above, the policies have been more effective in achieving the desired physical and social revitalisation whereas the economic regeneration still has some challenges to address. Given the state of the UK economy during the period of this study this is not a surprising result. Indeed, many of the economic outcomes appear to suggest that the Lace Market has fared better than other city centre locations indicating that historic urban quarters may have some intrinsic advantages over other geographically comparable areas.

## **6.6 Future Development and Regeneration in the Lace Market**

In 2005, Nottingham City Council published a *City Centre Masterplan 2005-2025* that proposed future development in city centre area including the Lace Market. The main strategy of this masterplan was to keep the Lace Market innovative, creative and attractive. Later in 2009, a *City Centre Urban Design Guide* was launched by Nottingham City Council. This Guide prioritised the promotion of the highest standard of urban design and architecture in Nottingham City Centre. Moreover, other than the previous three characteristics (innovative, creative and attractive), the public realm as well as sustainability were high on the agenda.

In Nottingham's case, future development is more about enhancing and sustaining what has been achieved to date. This is different to the Jewellery Quarter where the regeneration is still on-going whereas in the Lace Market much of the urban regeneration activity has already been achieved. Therefore, future development in the Lace Market will focus on remedying the few deficient parts of the urban regeneration outcomes and building upon the successes to date.

### **6.6.1 Urban Form in the Lace Market**

Five years after the launch of the *Nottingham City Centre Masterplan*, the regeneration of the Lace Market has largely been achieved. Therefore, the on-going urban strategy for the area needs to be about sustainability and minor enhancement in order to continue to retain its unique historic character. Therefore, the role of new buildings is to be sympathetic and complement the historic buildings and for conversion and re-use projects to sensitively alter the existing buildings (English Heritage, 2009). As such, there should be carefully considered design guidelines to inform architects, planners and developers in designing and

considering design solutions within the Lace Market.

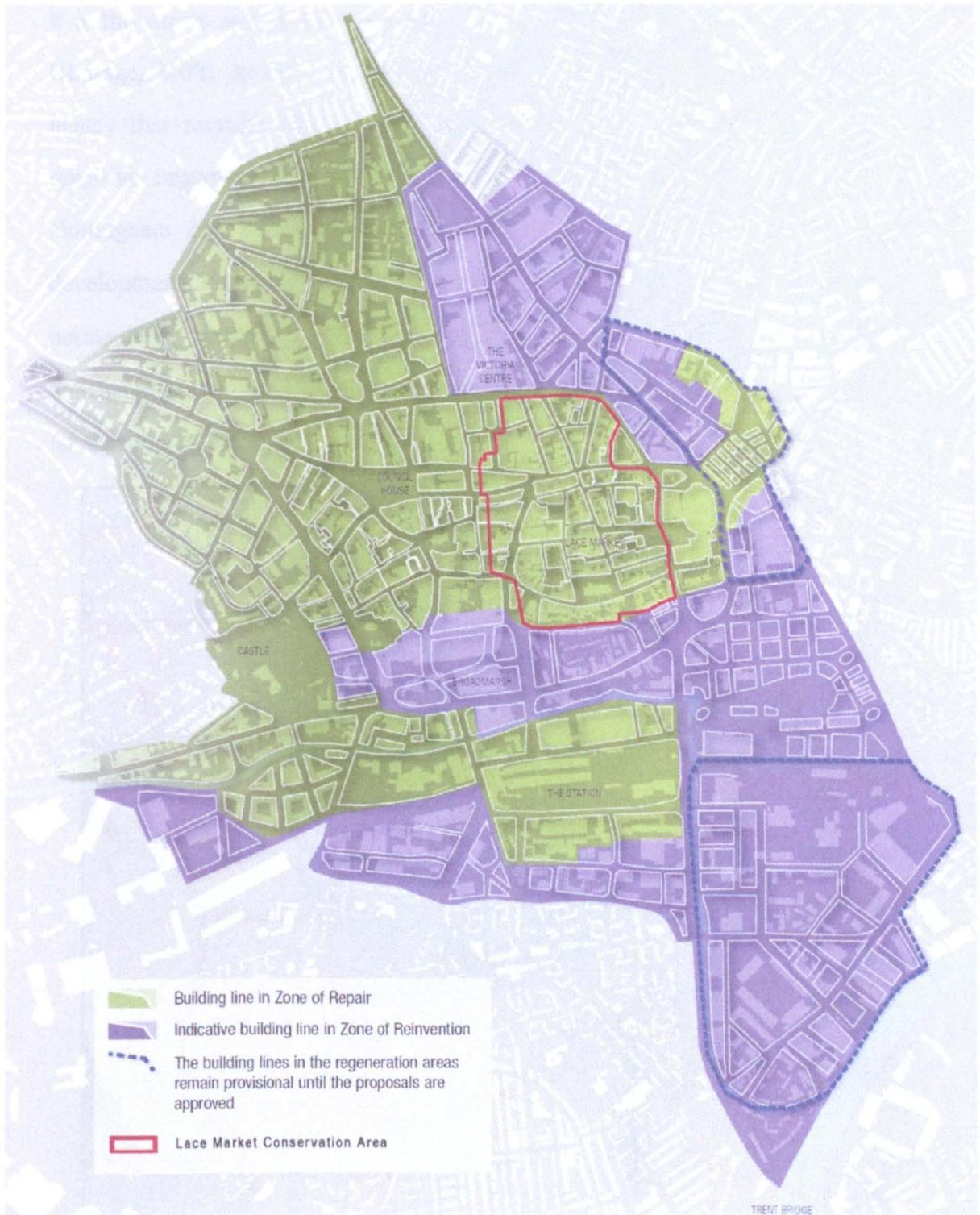


Figure 6.16: The Building Line in Repair Zones and Reinvencion Zones in Lace Market Area. (Based on Nottingham City Council, 2009)

### 6.6.2 Public Realm in the Lace Market

It is the streets and squares that make up the public realm of the city (English Heritage, 2008). In the Lace Market, the historic public realm is an important legacy that remains largely intact and the priority is therefore to undertake sensitive improvements. A map illustrating the proposed street character in Nottingham city centre is shown in Figure 6.17. Moreover, rules for new developments in respect of the public realm carefully consider: further enhancing permeability; prioritising pedestrian priority: sensitive public realm improvements; enhancing street character; encouraging more activity; and further greening or landscaping of the area.



Figure 6.17: Street Character in the Lace Market.

(Based on Nottingham City Council, 2009)

### 6.6.3 Architectural Design in the Lace Market

The large red brick warehouses in the Lace Market together with St. Mary's Church form the iconic view of Nottingham city centre. As indicated in Figure 6.18, the Lace Market is dominated by high quality historic industrial buildings. Any design guide for new development in the area should therefore require buildings that will fit into the historic core not by imitating the design of the surrounding buildings but by respecting the form, scale, proportion and scale of the context. In addition, in recent years there has been some development pressure to build taller buildings. It is important that the City Council develops planning guidelines to control the height and/or location of any new tall buildings in the city.

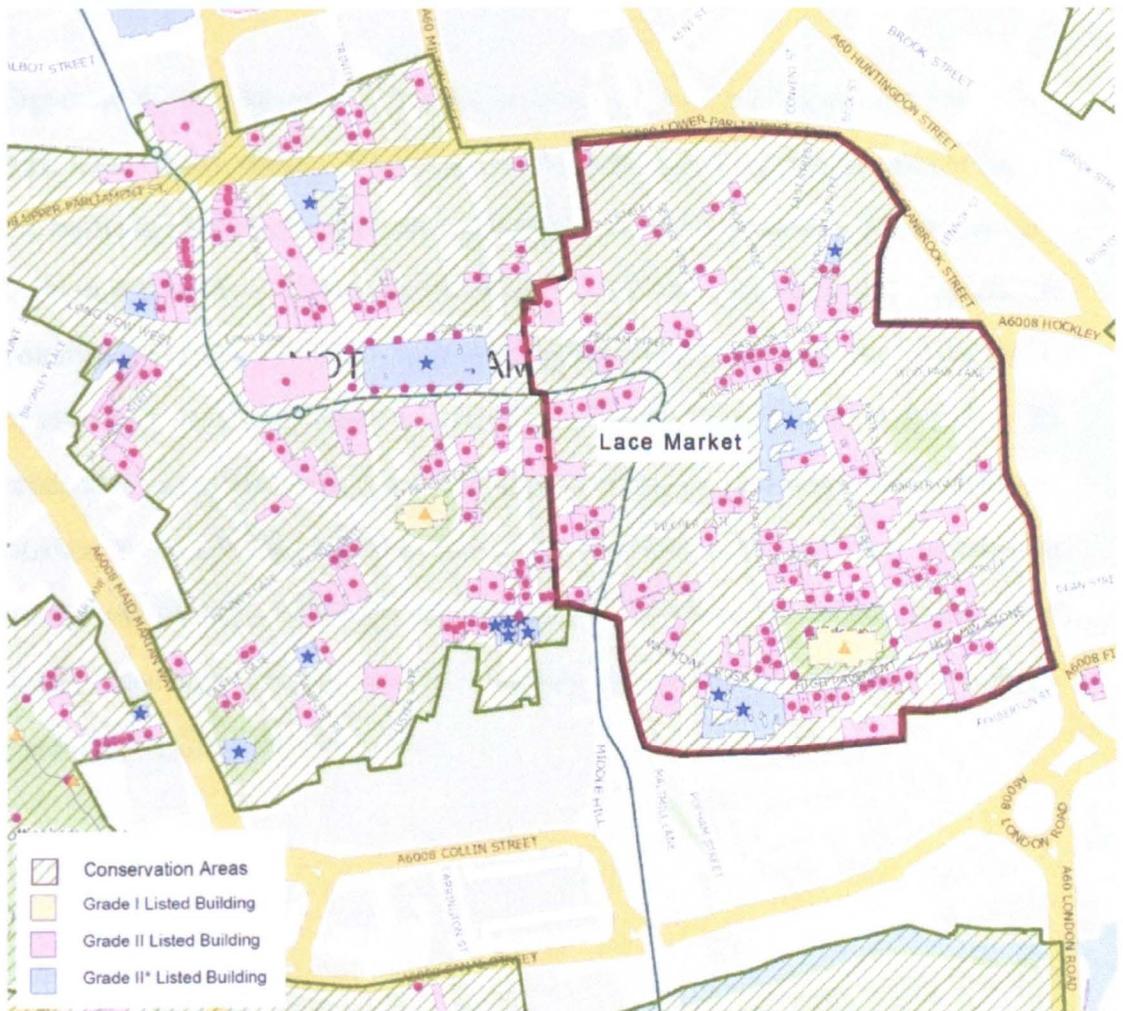


Figure 6.18: Listed Buildings in the Lace Market.

#### **6.6.4 Activity in the Lace Market**

The Lace Market has become the most mixed-use area in the city with a wide variety of both day and night-time activities in the area having been achieved through the revitalisation in recent years. There is, however, still improvement that would further enhance the area. These include improving natural surveillance by ensuring that all new designs focus on providing ‘eyes on the street’ through active front elevations and ground floor uses that engage with the street. In addition, the city needs to consider how to promote greater interaction between the different community groups who have a stake in the city centre and in particular the Lace Market.

#### **6.6.5 Sustainability**

Significantly, the sky view factor for the buildings of the Lace Market has a very high level of the passive floor area (85.3%) which means that the proportion of the building’s floor area that can be naturally day-lit, heated or ventilated is very high in comparison with other buildings in the city. Although this impacts on potential energy performance, the quality of light in the buildings is a major factor in attracting residents, creative industries and professional firms to the area. To retain this competitive advantage it is important that all new proposals in the Lace Market are carefully assessed to ensure that not only are they sustainable themselves but also that they don’t result in un-necessary overshadowing that would negatively impact on the qualities of the existing historic buildings (Nottingham City Council, 2005).



Figure 6.19: The Lace Market Was Designed to Maximize Nature Lighting.  
(Source: English Heritage, 2009)

## **Summary**

In this chapter, the Lace Market in Nottingham case study has been examined using a specifically designed regeneration outcome assessment model. In order to design this specific model, the history of the Lace Market was reviewed as well as the redevelopment projects that took place during previous four decades. All the regeneration outcomes have been analysed in terms of physical, economic and social criteria and the results illustrate that the urban regeneration of Nottingham's Lace Market can be considered as successful in most of these aspects. Under these circumstances, advice is then provided regarding the next steps for the future of the Lace Market in order to create more opportunities and to achieve a sustainable, vital and viable future whilst enhancing the existing successes.

## **CHAPTER 7: CONCLUSIONS**

The key aim of this thesis has been to evaluate the effectiveness of urban regeneration policies, in particular those policies applied in historic urban quarters in England since 1997. In order to achieve this, the thesis has examined the outcomes of successful urban regeneration practice in historic urban quarters; and how these outcomes relate to policy effectiveness. As such, these objectives were then translated into three research questions, which were further developed from an initial literature review:

- 1) What are the common criteria for generally considered good urban regeneration practice in historic quarters?
- 2) How can these criteria be used as indicators in examining of policy effectiveness?
- 3) Why are some policies effective whilst others are not?

In order to achieve the objectives of this research, first of all, the criteria for a good urban regeneration were identified through an extensive literature review. This literature review encompassed books, academic journals, Government policies, official reports, etc. The criteria were identified from previous good urban regeneration practice and reflected the outcomes of effective policy mechanisms.

Having developed a thorough understanding of the issues impacting upon historic urban quarters and the policy and practice of urban regeneration it was possible to

refine the research questions for this thesis. Based on these questions, a review of potential research methodologies and methods was undertaken in order to prepare an appropriate research approach. After careful consideration it was decided that a qualitative approach would be most appropriate in terms of answering the questions posed and also for pragmatic reasons.

Two case studies on-going mixed-use regeneration cases were selected: Nottingham's Lace Market and Birmingham's Jewellery Quarter. The history and impact of earlier conservation and regeneration efforts were then researched in order to understand the context of recent policies and practice in the case study areas. A number of interview groups involving 'key players' in the areas, from a professional or community perspective, were then identified and interviewed using a semi-structured approach. Subsequently, a purpose-designed urban regeneration outcome assessment model was established drawing upon related models by others and utilising the criteria identified in the literature review as evaluation indicators.

The case studies were then examined using the outcome assessment model in terms of regeneration outcomes (physical, economic and social). This indicated the relative successes and weaknesses of urban regeneration activity in the case study areas based on a range of local views and opinions. Finally, based on these outcomes, other comments from the interviews and personal observation a number of suggestions were developed for future policy or intervention in both case study areas.

## **7.1 Conclusion of Analysis**

A rather broad conclusion of this research evaluation is that the urban

regeneration in both the Jewellery Quarter and the Lace Market can be considered as successful or mainly successful according to an evaluation of regeneration outcomes undertaken from interviews with a range of stakeholder groups. It could, therefore, be suggested that the urban regeneration policies have been effective. It is important, however, to examine in more depth the impacts of urban regeneration to obtain a greater understanding of the relative successes, failures and potential for further improvement. As such, these issues will be discussed in more detail in this chapter.

### **7.1.1 Historical Contexts**

The Jewellery Quarter and the Lace Market have a lot in common from their history through to recent development. The unique qualities of the Jewellery Quarter and the Lace Market areas are the result of the particular combination of processes of urbanisation as well as industrialisation in their respective cities. The development of both areas was related to the trades and industries they supported, trades that concentrated in the respective areas for reasons such as locality, access to workforces and interdependence on related trades. Interestingly, Birmingham's jewellery trade and Nottingham's lace trade both grew from medieval beginnings and they both experienced massive expansion in the mid-nineteenth century with the help of technological innovations as well as the utilization of steam power. In addition, this was the time the physical and functional character of both areas began to develop. Then in the early twentieth century, both the jewellery industry and lace manufacturing peaked. However, production in both areas soon commenced a period of rapid decline. By the 1950s and 1960s, the Jewellery Quarter and the Lace Market were classified as "...largely beyond repair and targeted for [re-]development" (Tiesdell, 1995: 233).

### **7.1.2 Conservation and Regeneration**

In the late 1960s, there was an increasing recognition of the value of Victorian architecture and as a result, concerns were raised for the protection of the decaying industries and the physical infrastructure in both areas. Indeed, industrial improvement was a priority for both areas during the 1970s and 1980s, and both local planning authorities were actively intent on rehabilitation, repairing the physical fabric and encouraging the concentration of either jewellery or clothing and textile industries within that fabric to maintain its functional character (Ferris, 2002). However, the outcomes were quite different in the two areas due to different market demands. In the Jewellery Quarter, jewellery and related industries such as creative industries, have been successfully revitalised and continue to play an important part in the area today. In the Lace Market, however, the lace and textile industry had almost completely disappeared before the interventions began and market forces determined that other functional activities were the only viable option for the future of the area. As such, the regeneration strategy in the Lace Market changed from the revitalisation of traditional functions to regeneration through the introduction of new mixed-use activities in the historic quarter after a review in 1993. More recently, policies in both the Jewellery Quarter and the Lace Market have stressed the need for attracting complementary mixed-use activities alongside sensitive approaches to the unique historic architectural and townscape legacy to ensure a sustainable future.

### **7.1.3 Interview Findings**

The semi-structured interviews were fundamental to this research in order to interrogate detailed local knowledge, views and opinions about the process and outcomes of urban regeneration in the case study quarters. The interviewees in this research included representatives of local authority planning officers, local

economic development officers, regeneration experts, local businesses and local residential communities. Having such a broad range of respondent groups for the interviews enabled the views and experiences of different knowledge, interests and agendas to be compared. In addition, adopting semi-structured interviews meant that certain topics or comments that emerged during the interview could be examined in more depth.

After an initial discussion prior to each interview, it was clear that the interviewees in each of the respondent groups all understood the prior purpose of urban regeneration in these historic quarters included creating a sustainable future for these unique historic townscapes with a high quality public realm, viable uses for the heritage buildings, new buildings of high quality, and new employment opportunities. Significantly, the planning officers/regeneration experts felt strongly that the "...regeneration should be holistic and for all", including those living, working and visiting the area, and that the historic character in both buildings and the surrounding environment should contribute to the local and wider city economies.

Perhaps unsurprisingly given that both the Lace Market and the Jewellery Quarter are often held up as successful examples, there was on the whole a general consensus amongst the interviewees from all respondent groups in the survey. There were, however, still some important differences of views and opinions with regard to the outcomes of some of the criteria considered in the survey. In particular, the local planning officers, economic development officers and regeneration experts tended to speak in the most positive terms about the successes of urban regeneration activities. This is probably explained by the central role that they have respectively played in what was commonly agreed by all respondent groups to have been a successful process in both case study areas.

The local business groups or employers considered that the financial investment and grants that have been made available for physical improvements have had a positive impact. It is interesting, however, that they felt to achieve longer-term sustainable growth in the area that it would be necessary to change the balance of aid more towards direct economic development through initiatives such as low cost loans, start-up packages, etc. The planning officers and other experts tended to feel that more investment on improving the physical fabric of the area would be more effective in securing a sustainable future and indirectly bring more economic benefits such as attracting new relocations of businesses together with more residents, visitors and tourists, etc.

As indicated above and in the examination of the regeneration outcomes in Chapters 5 and 6, all respondent groups from both the Jewellery Quarter and the Lace Market were generally satisfied with the results that the regeneration brought to their respective area. It is interesting, however, to note how the respective respondent groups in each case study express differences in terms of the way they view and identify with their own context. For example, in the Jewellery Quarter the industrial culture and jewellery heritage was considered as the "...special thing about the Quarter" and the major "...soul and heartbeat..." for both the local business and residential communities. Many also claimed that it was this "...unique character" was, the attraction that brought them to the area and why they intend to remain there. In the Lace Market on the other hand, the local business and residential communities tended to focus on two characteristics of the area. Firstly, they commonly referred to the "...unique historic architecture that cannot be seen elsewhere in the UK" with its aspirational and "...trendy loft living lifestyle'. Secondly, both groups also regularly commented on the "...lively environment" and felt that a "...attractive and vibrant city quarter" had been

created.

In considering aspirations for the future of these historic urban quarters amongst respondent groups there were also differences between the two case studies. In the Jewellery Quarter, it was generally suggested that more physical regeneration was still required and that further efforts were needed to connect the quarter to the city in order to enhance liveability and attract more people into the area. In the Lace Market, however, the focus for the future was on continuing to diversify the economic functions and ensuring that the business community (particularly the leisure and entertainment industry) worked closely with the residential community to limit potential conflicts. Notwithstanding, these differences there was a consensus in terms of aspiration among all groups in both case studies for continued and carefully focussed investment.

## **7.2 General Lessons Learned**

Although the urban regeneration outcomes of the Jewellery Quarter and the Lace Market are based on particular and specific local contexts, there are still a number of lessons and/or best practice that can inform policy and practice in other historic urban quarters.

### **7.2.1 Involving Relevant People**

The first general lesson is the importance of involving relevant people in the regeneration process. This includes not just effective consultation with local business and residential communities but also the establishment of pro-active forums or associations that can work in partnership with the local authority or other regeneration agencies. This also includes for opportunities to strengthen the partnership between the public and private sectors which has generally proved

more effective than a solely public sector approach in both case studies. One instance is that during the early stage of the regeneration, a public private partnership in the Lace Market played a crucial and central role in the restoration and re-use of two of the largest and most problematic buildings (the Adam's Building and the Shire Hall) and these subsequently acted as catalysts for much of the subsequent regeneration and revitalisation in the area.

### **7.2.2 Improving Physical Regeneration**

The second lesson understands the importance of continuing to improve the physical environment in historic urban quarters. Indeed, this process does not finish and at best becomes one of on-going management and maintenance. The importance of the physical environment has been proved in both case studies. Creating a distinctive and active public realm that is enhanced by high quality historic buildings clearly enhances the attractiveness and appeal to a wide sector of society whether as residents, employer, investors or visitors. As such, issues such as accessibility, safety and opportunities for organised and spontaneous uses that have been identified in this research must also be at the forefront of local authority considerations when designing and implementing urban regeneration policy.

### **7.2.3 A Multi-Functional and Mixed-Use Strategy**

The third lesson focuses on the range of activities and functional uses that are encouraged within historic urban quarters. Like most similar areas around the World, the Jewellery Quarter and the Lace Market relied heavily on one industrial base (albeit in the Jewellery Quarter a series of different but very closely integrated industries) and whilst being their *raison d'être* and catalyst for success this reliance on one industry also led to their rapid decline. Strategies for a sustainable future for such areas need to focus on creating a varied and diverse

functional mix (even if it were possible to find one large ‘user’ in the twenty-first century) to enable an area to ‘ride’ through recessions and the inevitable peaks and troughs of different businesses or industries. In addition, these varied functions and land-uses should always include a large residential component, which will help to ensure the area remains lively and safe throughout all times.

#### **7.2.4 The Need to Keep Reviewing, Evaluating and Improving**

The fourth lesson is the vision and ability to keep analysing progress and achievements through reviews and evaluations in order to continue to strive for further improvements. Clearly, not all policy and practice interventions will be as effective or successful as others and it is important that authorities and agencies continue to be reflective in their approaches. In addition, circumstances change and these need to be understood and accounted for in revisions or new urban regeneration approaches. This lesson was especially apparent in the Lace Market’s experience, where an initial strategy of functional conservation was found to be unachievable and subsequently, following review, changed to one of functional diversification.

#### **7.2.5 Ensuring a Long-Term and Sustainable Future**

Last but not least, an important lesson from the two case studies is that the regeneration of historic urban quarters should be planned and expected to be long-term with due consideration for achieving a sustainable future for the area. For instance, in both the Lace Market and the Jewellery Quarter, the regeneration has already been undertaken for more than 30 years. Ensuring that the quarters are being prepared for a sustainable future is also paramount. In addition, therefore, to sensitively dealing with the architectural and townscape heritage, a central aim should be to revitalise the area and attract new functions whilst preserving any appropriate existing functions to ensure sustainable economic activity. As part of

this approach it is also important to develop a residential community with sufficient critical mass to justify the necessary support services. Sustainability should, therefore, be considered as an essential factor for effective urban regeneration policy, especially those applied in historic urban quarters.

## **7.3 Limitations and Recommendations for Future Research**

### **7.3.1 Limitations of The Research**

This research study like any other has a number of limitations. Indeed, the significance of such an important piece of research in terms of future policy and practice develop is such that it merits a large and well-resourced research team undertaking such a project. In terms of the research presented in this thesis there are alternative 'routes' that could have been taken in terms of the research methods adopted. It was decided due to the nature of the research questions and the resources available to undertake a qualitative study. Qualitative evidence, however, as identified by Ela Palmer Heritage (2008) is always considered as the opinion of one or a group of people with outlooks or agendas and as such, much of the analysis as well as the sub-conclusions in this study are based on the researcher's interpretation of the resultant data. To limit the impact, an assessment model was developed to enable a careful review and triangulation of the different groups represented in the interviews. The similar outcomes found in both case studies whilst perhaps not unexpected may have been partially influenced by the design of this assessment model.

Secondly, both the primary and secondary data used in this research was limited by time and financial resources. Without these limitations a larger number of interviews or second interviews could have been conducted. Nevertheless, a considerable amount of repetition within those actually interviewed suggests that

this might not have provided much additional information, although the number of target respondent groups could have been broadened to a wider range of key players (such as funding partners, property agents, national government representatives, etc.) in the regeneration process, and this could have positive impacts on the research outcomes by improving the accuracy of the assessment results. On the other hand, with more interview time, there could have been more follow-up questions (assuming participants were willing to also spend longer being interviewed) or opportunities to re-interview the same participants at a later date. These follow-up questions could be more critical and would be helpful for obtaining more detailed feedback. In addition, with more resources, larger surveys could have been undertaken which could have provided data for quantitative analysis. These could have included detailed and specific surveys of, for instance, floor space areas, land-use, public versus private funding, or resident surveys.

### **7.3.2 Recommendations for Future Research**

It is important that research work continues to be conducted to further develop the knowledge and understanding of the effectiveness of urban regeneration policy and practice in historic urban quarters. Indeed, further research work should be commissioned to further develop a comprehensive and systematic assessment model to evaluate the effectiveness of policies in historic urban quarters based on a broader range of qualitative and quantitative data than was achievable within this thesis. Quantitative indicators (such as statistical evidence, larger scale interviews, detailed surveys, etc.) could be incorporated into the model in order to make it more objective and increase accuracy. In addition, a wider range of historic urban quarters should be examined (possibly in different countries) and as wide a range of people influencing or influenced by regeneration activity should be interviewed and/or consulted during the research.

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**Appendix 1 Doratli's SWOT Model**

ANALYSIS TOPICS		TECHNIQUES & METHODS	TOOLS
Analysis of the Natural Environment	Topographical features		Maps Tables Charts Diagrams
	Soil		
	Landscape- Vegetation Plantation- Flora / Fauna		
	Water		
	Climatical Features		
Analysis of the Man-made (Built) Environment	Physical analysis	Location analysis	Documentary research Maps
		Historical analysis	Documentary research Data collected from books, maps, documents; Inventory forms can also be used to document buildings, streets, etc. of historic value
	Urban pattern analysis	Form of development	Morphological analysis Maps 3D drawings
		Solid-void relations	Figure – Ground analysis Linkage theory
		Street pattern; Urban spaces in terms of their quality, enclosure, character, activities	
		Elements of the area such as paths, nodes, edges, landmarks and districts	Lynch analysis Maps Photographs 3D sketch drawings

Analysis of the Man-made (Built) Environment	Physical analysis	The gap sites and vacant plots of land, streets or spaces requiring definition or redefinition	Lost space analysis	Maps Photographs
		Architectural evaluation	Site surveying	With sketch and measured drawings and photographing; information gathered on tables, inventory forms for all buildings
		Technical infrastructure	Documentary research	Maps and reports
	Functional analysis	Accessibility/ Permeability/ Traffic Circulation	Traffic and transportation survey	Maps
		Functional distribution	Land-use survey	Maps presented with appropriate colouring and technique
Analysis of the Social-economic Environment	Demographic structure of citizens, users of/within the area		Questionnaire survey	Tables Graphs
	The existing economic activities and employment pattern		Interviews	Bar-charts
	The existing laws and regulations		Documentary research	Documents Laws, regulations
	The current local authority/government policies			
	The official and non-official stakeholders in conservation activities		Interviews Questionnaire survey	Tables Graphs Bar-charts

**Appendix 2 Urban Design Performance Criteria.**

<b>Research</b>	<b>Categories/Criteria</b>
<b>RICS &amp; DoE, 1996</b>	<ol style="list-style-type: none"> <li>1. Functional and social use (12 criteria)</li> <li>2. Natural environment and sustainability (11 criteria)</li> <li>3. Visual (12 criteria)</li> <li>4. The urban experience (15 criteria)</li> </ol>
<b>Property Council of Australia, 1999</b>	<ol style="list-style-type: none"> <li>1. Degree of 'community equity', measured in public space design, of amenity quality, area accessibility and vitality, and diversity</li> <li>2. Level of environmental performance, measured in terms of climatic responsiveness, and other environmental and sustainability indicators</li> <li>3. Responsiveness to qualities of the urban context and landscape, and to historical characteristics</li> <li>4. Relevance to present and future, measured through the degree of purposeful innovation</li> <li>5. Ability to change over time</li> <li>6. Impact on public life and community perception</li> <li>7. Professional excellence in inputs such as development concept, planning, architecture and design, facility management and development upkeep</li> </ol>
<b>Vandell &amp; Lane, 1999</b>	<ol style="list-style-type: none"> <li>1. Qualities of materials used in the exterior skin</li> <li>2. Fenestration: composition and scale of the façade</li> <li>3. Massing: compositional bulk and volumetrics of the building</li> <li>4. Design of interior public space: design of lobby plus other interior public space</li> <li>5. View on skyline: as seen from a distance</li> <li>6. Design of exterior public spaces</li> <li>7. Responsiveness to neighbourhood: relationship to abutting uses</li> <li>8. Provision of public amenities</li> </ol>

## Appendix 3 A Framework to Assess and Measure the Value of Good Urban Design

Dimensions of Value	Possible Indicators	Quantitative Assessment	Qualitative Assessment	Comments	
<b>Economic Viability</b>	<b>Economic performance of investment in good urban design</b>	<ul style="list-style-type: none"> <li>■ Rental values</li> <li>■ Capital Values</li> <li>■ Vacancy rates</li> <li>■ Take-up rates</li> <li>■ Investment availability</li> </ul>	<ul style="list-style-type: none"> <li>■ Comparison of rental values, capital values, vacancy rates and take-up rates of selected developments with average for similar types of property</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to developers, investors and, occupiers, addressing their views on the economic performance of the development</li> </ul>	<ul style="list-style-type: none"> <li>■ Average figures for rents and capital values from the Investment Property Databank (IPD) or local property firms</li> <li>■ Average figures for vacancy and take-up rates possibly from local property firms</li> </ul>
	<b>Operational performance of good urban design</b>	<ul style="list-style-type: none"> <li>■ Management costs</li> <li>■ Security expenditure</li> <li>■ Energy consumption</li> <li>■ Accessibility</li> <li>■ Productivity of occupier</li> <li>■ Health and satisfaction of workforce</li> <li>■ Corporate imaging</li> </ul>	<ul style="list-style-type: none"> <li>■ If available, data for individual developments on energy consumption, management costs, productivity, etc., which could be compared within cases or on a broader basis if information is available</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to occupiers addressing the running costs of the development and the influence of urban design on their corporate performance</li> </ul>	<ul style="list-style-type: none"> <li>■ Quantitative information might be possible for individual developments, but there are problems in finding comparators</li> </ul>
	<b>Production of good urban design</b>	<ul style="list-style-type: none"> <li>■ Production costs</li> <li>■ Infrastructure costs</li> <li>■ Duration of planning approval process</li> <li>■ Prestige and reputation</li> </ul>	<ul style="list-style-type: none"> <li>■ Comparison of production and infrastructure costs and duration of planning negotiation for the selected developments, within sample of cases and with average for similar types of property</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to developers addressing production costs, the planning process, infrastructure costs, and the impact of the development on their standing in the marketplace</li> <li>■ Interview questions to local authority officials on infrastructure costs and the planning process</li> </ul>	<ul style="list-style-type: none"> <li>■ Average figures for production costs from construction industry publications</li> <li>■ Average duration of planning process from local authorities</li> </ul>
	<b>Area regeneration/viability impact of good urban design</b>	<ul style="list-style-type: none"> <li>■ Local property values</li> <li>■ Place-marketing</li> <li>■ Area revitalisation</li> </ul>	<ul style="list-style-type: none"> <li>■ Evolution of land and property values around the selected developments compared to the average in the locality</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to local authority officials and local economic development partnerships on impact of development on the local economy</li> </ul>	<ul style="list-style-type: none"> <li>■ Average figures for property values in surrounding area from local estate agents</li> </ul>
<b>Social Benefit</b>	<ul style="list-style-type: none"> <li>■ Identity/civic pride</li> <li>■ Place vitality</li> <li>■ Inclusiveness</li> <li>■ Connectivity</li> <li>■ Safety</li> <li>■ Facilities and amenities</li> </ul>	<ul style="list-style-type: none"> <li>■ If available, data on footfall for mixed use cases with retail, compared to average for locality (vitality)</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to local authority officials and sample of local community addressing issues of place-identity, vitality and inclusiveness</li> </ul>	<ul style="list-style-type: none"> <li>■ Quantitative information on vitality might be possible for individual developments, but difficulties with comparators</li> </ul>	
<b>Environmental Support</b>	<ul style="list-style-type: none"> <li>■ Energy consumption</li> <li>■ Accessibility</li> <li>■ Traffic generation</li> <li>■ Greenery/ecology</li> </ul>	<ul style="list-style-type: none"> <li>■ If available, data for individual developments on energy consumption, modes of transport, traffic generation, commuting times, etc., for comparison between cases or on a broader basis</li> </ul>	<ul style="list-style-type: none"> <li>■ Interview questions to occupiers, local authority officials and sample of local community addressing the environmental impacts of the development</li> </ul>	<ul style="list-style-type: none"> <li>■ Average figures for energy consumption (and possibly traffic generation, modes of transport for users/occupiers) by type of development are available from specialised research institutions</li> </ul>	

**Appendix 4 Mutlu's Model**

<b>FIELD OF CRITERIA</b>		<b>SET OF CRITERIA</b>
<b>REGENERATION OUTCOMES</b>	<b>PHYSICAL</b>	<ol style="list-style-type: none"> <li>1. Identifying and evaluating site properties (physical, economic, cultural)</li> <li>2. Improving living standards in the built environment</li> <li>3. Promoting and integrating heritage conservation in modern life</li> <li>4. Improving quality of housing stock for low income groups</li> <li>5. Reviving urban design</li> </ol>
	<b>ECONOMIC</b>	<ol style="list-style-type: none"> <li>1. Using economic potentials of the site               <ol style="list-style-type: none"> <li>a) Indigenous economic activities such as traditional jobs</li> <li>b) Redundant lands and historical building stock</li> <li>c) training of unemployed or unskilled workers on site</li> </ol> </li> <li>2. Creating new job</li> <li>3. Financing shelter provision</li> <li>4. Controlling changes in ownership pattern and land speculation for residential stability</li> <li>5. Developing multi-functional economic activities in urban areas</li> <li>6. Promoting funds and economic international relationships</li> </ol>
	<b>SOCIAL</b>	<ol style="list-style-type: none"> <li>1. Providing shelter, health services and education opportunities</li> <li>2. Eradicating rural poverty</li> <li>3. Giving priority to marginal groups for access to basic services,</li> <li>4. Sustaining gender equity</li> <li>5. Minimizing rural to urban migration</li> <li>6. Protecting cultural identity and respecting living style of all</li> <li>7. Taking into account of social ties</li> </ol>
	<b>ECOLOGICAL</b>	<ol style="list-style-type: none"> <li>1. Increasing public awareness on ecological issues</li> <li>2. Supporting sustainable development               <ol style="list-style-type: none"> <li>a) Protecting biodiversity,</li> <li>b) Promoting energy efficient technology</li> </ol> </li> <li>3. Sustaining international collaboration for natural conservation</li> <li>4. Developing legal tools to protect environment</li> </ol>
<b>REGENERATION PROCESS</b>		<ol style="list-style-type: none"> <li>1. Developing a planning approach</li> <li>2. Improving decision making process</li> <li>3. Having a dedicated and consistent public authorities</li> <li>4. Organizing a technical –operational team to provide back-up</li> <li>5. Arranging appropriate legal instruments</li> <li>6. Taking into account of the time factor</li> <li>7. Developing access to information and knowledge about projects</li> </ol>

### **Appendix 5 Characteristics of Five Qualitative Research Approaches in Social Science.**

<b><i>Characteristics</i></b>	<b><i>Narrative Research</i></b>	<b><i>Phenomena logy</i></b>	<b><i>Grounded Theory</i></b>	<b><i>Ethnography</i></b>	<b><i>Case Study</i></b>
<b><i>Focus</i></b>	Exploring the life of an individual	Understanding the essence of the experience	Developing a theory grounded in data from the field	Describing and interpreting a culture-sharing group	Developing an in-depth description and analysis of a case or multiple cases
<b><i>Type of Problem Best Suited for Design</i></b>	Needing to tell stories of individual experiences	Needing to describe the essence of a lived phenomenon	Grounding a theory in the views of participants	Describing and interpreting the shared patterns of culture of a group	Providing an in-depth understanding of a case or cases
<b><i>Discipline Background</i></b>	Drawing from the humanities including anthropology, literature, history, psychology, and sociology	Drawing from philosophy, psychology, and education	Drawing from sociology	Drawing from anthropology and sociology	Drawing from psychology, law, political science, medicine
<b><i>Unit of Analysis</i></b>	Studying one or more individuals	Studying several individuals that have shared the experience	Studying a process, action, or interaction involving many individuals	Studying a group that shares the same culture	Studying an event, a program, an activity, more than one individual

<i>Characteristics</i>	<i>Narrative Research</i>	<i>Phenomena logy</i>	<i>Grounded Theory</i>	<i>Ethnography</i>	<i>Case Study</i>
<i>Data Collection Forms</i>	Using primarily interviews and documents	Using primarily interviews with individuals, although documents, observations, and art may also be considered	Using primarily interviews with 20-60 individuals	Using primarily observations and interviews, but perhaps collecting other sources during extended rime in field	Using multiple sources, such as interviews, observations, documents, artifacts
<i>Data Analysis Strategies</i>	Analysing data for stories, "restoring" stories, developing themes, often using a chronology	Analysing data for significant statements, meaning units, textural and structural description, description of the "essence"	Analysing data through open coding, axial coding, selective coding	Analysing data through description of the culture-sharing group; themes about the group	Analysing data through description of the case and themes of the case as well as cross-case themes
<i>Written Report (General Structure of Study)</i>	Developing a narrative about the stories of an individual's life:	Describing the essence of the experience:	Generating a theory illustrated in a figure:	Describing how a culture-sharing group works:	Developing a detailed analysis of one or more cases:

<i>Characteristics</i>	<i>Narrative Research</i>	<i>Phenomena logy</i>	<i>Grounded Theory</i>	<i>Ethnography</i>	<i>Case Study</i>
<p><b>Written Report</b> <b>(General Structure of Study)</b></p>	<ul style="list-style-type: none"> <li>• Introduction (problem, questions)</li> <li>• Research procedures (a narrative, significance of individual, data collection, analysis outcomes)</li> <li>• Report of stories</li> <li>• Individuals theorize about their lives</li> <li>• Narrative segments identified</li> <li>• Patterns of meaning identified (events, processes, epiphanies themes)</li> <li>• Summary</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction (problem, essence)</li> <li>• Research procedures (a phenomenology and philosophical assumptions, data collection, analysis, outcomes)</li> <li>• Significant statements</li> <li>• Meanings of statements</li> <li>• Themes of meanings</li> <li>• Exhaustive description of phenomenon</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction (problem, questions)</li> <li>• Research procedures (grounded theory, data collection, analysis, outcomes)</li> <li>• Open coding</li> <li>• Axial coding</li> <li>• Selective coding and theoretical propositions and models</li> <li>• Discussion of theory and contrasts with extant literature</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction (problem, questions)</li> <li>• Research procedures (ethnography, data collection, analysis, outcomes)</li> <li>• Description of culture</li> <li>• Analysis of cultural themes</li> <li>• Interpretation, lessons learned, questions raised</li> </ul>	<ul style="list-style-type: none"> <li>• Entry vignette</li> <li>• Introduction (problem, questions, case, data collection, analysis, outcomes)</li> <li>• Description of the case/cases and its/their context</li> <li>• Development of issues</li> <li>• Detail about selected issues</li> <li>• Assertions</li> <li>• Closing vignette</li> </ul>
	(Adapted from Denzin 1989a, 1989b)	(Adapted from Moustakas, 1994)	(Adapted from Strauss & Corbin, 1990)	(Adapted from Wolcott, 1994b)	(Adapted from Stake, 1995)

**Appendix 6 Development of Case Study in Social Science.**

		<b>Discussions &amp; Points</b>
Hempel & Oppenheim (1948)	Discussions	<ul style="list-style-type: none"> <li>• Drawn attention to the need for such a differentiation to account for the ability of science to answer “why” rather than simply “what” questions. “ In social science—where we also want to answer “why” rather than “what” questions—one of the more straightforward means of making this distinction is by differentiation between dependent and independent variables, yet this of course is not the only way of doing it, and case inquirers need to be aware of this.”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Drew attention to the need of the case study research method in scientific research in order to</li> <li>• Answer the “why” question rather than “what”</li> </ul>
Wallace(1969)	Discussions	<ul style="list-style-type: none"> <li>• (The case study’s) significance of the distinction between:               <ol style="list-style-type: none"> <li>(a) the thing to be explained and</li> <li>(b) the explanation in a piece of research by calling the thing to be explained the “explanandum”, and the thing doing the explaining the “explanans”.</li> </ol> </li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Emphasis on the importance of defining the “explanandum” ( subject) and the “explanans” (object)</li> </ul>
Eckstein (1975)	Discussions	<ul style="list-style-type: none"> <li>• “Case studies are alternative means to the end of testing theories, choices between which must be largely governed by arbitrary or practical, rather than logical, considerations”</li> <li>• “(Case studies) are valuable at all stages of the theory-building process, but most valuable at that stage of theory-building where least value is generally attached to them: the stage at which candidate theories are tested”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Case study can be used for investigating relationships between variables, and</li> <li>• Its ability to generalize theory by testing hypothesis. This is also a misunderstanding: the case study can only be applied in the first stage of the whole research process. (Flyvbjerg, 2006)</li> <li>• Advocates an experimental approach to case study research for the first time.</li> <li>• It is about discovering or testing tools of explanation</li> <li>• Its method is qualitative,</li> <li>• It investigates a single observation</li> </ul>
MacDonald & Walker (1975)	Discussion	<ul style="list-style-type: none"> <li>• “Case study is the examination of an instance in action.” And,</li> <li>• “The choice of the word “instance” is significant in this definition, because it implies a goal of generalization.”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• The possibility of generalizing from particular cases; and explored methodological innovations in observation.</li> <li>• Emphasizes participant judgment and engagement in the process of evaluation and dissemination (Simons, 2009)</li> </ul>

Merriam (1988)	Discussions	<ul style="list-style-type: none"> <li>• “Case study can be defined as an intensive, holistic description and analysis of a single entity, a phenomenon or social unit. ...rely heavily on inductive reasoning in handling multiple data source.”</li> <li>• “(A case is) particularistic, descriptive, holistic and inductive”.</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Provides many different ways of data collection, and Emphasis on making sense of both data and field studies.</li> </ul>
Wieviorka, (1992)	Discussions	<ul style="list-style-type: none"> <li>• “For a ‘case’ to exist, we must be able to identify a characteristic ‘unit’... This unit must be observed, but it has no meaning in itself. It is significant only if an observer can refer it to an analytical category or theory. It does not suffice to observe a social phenomenon, a historical event, or a set of behaviours in order to declare them to be ‘cases.’ If you want to talk about a ‘case,’ you also need the means of interpreting it or placing it in a context.”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Two elements of a case: first, a “practical, historical unity”; second, the “theoretical, scientific basis” of the case</li> <li>• “unit” is adopted to refer to a case.</li> </ul>
George & Bennett (2004)	Discussion	<ul style="list-style-type: none"> <li>• “The investigator should clearly identify the universe—that is, the ‘class’ or ‘subclass’ of events—of which a single case or a group of cases to be studied are instances.”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Case study researcher are defined as the “neopositivist”</li> <li>• Case study’s method is qualitative;</li> <li>• It utilizes a particular type of evidence;</li> <li>• It investigates a single phenomenon, instance or sample</li> </ul>
Stake (2005)	Discussions	<ul style="list-style-type: none"> <li>• Case study is the study of the particularity and complexity of a single case in an important circumstance.</li> <li>• The qualitative researcher emphasizes episodes of nuance, the sequentiality of happening in context, the wholeness of the individual.</li> <li>• Case study is not a methodological choice but a choice of what is to be studied</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Case study is used as a research approach to reflect the context of the research question;</li> <li>• Case study is defined by its singularity, not its qualitative methods;</li> <li>• Case study is a design frame that contains different methods;</li> <li>• Case study should not be seen as a method in and of itself.</li> </ul>
Vanwynsberghe & Khan (2007)	Discussion	<ul style="list-style-type: none"> <li>• The interplay between the unit of analysis and the case is a constitutive element of case study research</li> </ul>
	Point	<ul style="list-style-type: none"> <li>• “Unit” is used to refer to “object”</li> </ul>

Gerring (2007)	Discussions	<ol style="list-style-type: none"> <li>a. "Case study... as the intensive study of a single case where the purpose of that study is... to shed light on a large class of cases."</li> <li>b. "Case study research may incorporate several cases: the multiple case studies."</li> <li>c. "Case study might mean:               <ul style="list-style-type: none"> <li>• That its method is qualitative, small-N</li> <li>• That the research is holistic, thick (more or less a comprehensive examination of a phenomenon).</li> <li>• That it utilizes a particular type of evidence</li> <li>• That its method of evidence gathering is naturalistic (a real-life context)</li> <li>• That the topic is diffuse (case and context are difficult to distinguish)</li> <li>• That it employs triangulation (multiple sources of evidence)</li> <li>• That the research investigates the properties of a single observation, or</li> <li>• That research investigates the properties of a single phenomenon, instance, or example."</li> </ul> </li> </ol>
	Points	<ul style="list-style-type: none"> <li>• The conclusion of previous definitions, and</li> <li>• Case studies use multiple sources of evidence.</li> </ul>
Simons (2009)	Discussions	<ul style="list-style-type: none"> <li>• "Case study is an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, an institution, programme or system in a "real life" context."</li> <li>• It is research-based, inclusive of different methods and is evidence-led.</li> <li>• The primary purpose is to generate</li> <li>• Knowledge and/or inform policy development, professional practice and civil or community action.</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Case study is extended in both its purpose and its research focus.</li> <li>• Case study shouldn't be defined by its data collection approach,</li> <li>• Case study focuses on the complexity of the real-life situation,</li> </ul>
Yin (2009)	Discussions	<ul style="list-style-type: none"> <li>• "Two parts definition of case study:           <ol style="list-style-type: none"> <li>a. The scope of case study: it is an empirical inquiry that               <ul style="list-style-type: none"> <li>• Investigates a contemporary phenomenon in depth and within its real-life context, especially when</li> <li>• The boundaries between phenomenon and context are not clearly evident</li> </ul> </li> <li>b. The case study inquiry               <ul style="list-style-type: none"> <li>• Copes with the technically distinctive situation in which there will be many more variable of interest than data points, and as one result</li> <li>• Relies on multiple sources of evidence, with data needing to be converged in a triangulating fashion, and as another result</li> <li>• Benefits from prior development of theoretical propositions to guide data collection and analysis."</li> </ul> </li> </ol> </li> </ul>

Yin (2009)	Points	<ul style="list-style-type: none"> <li>• Case study is not defined by object or particularity.</li> <li>• It's a research strategy combination, including logic establishment, data collection and analysis approaches, and investigation of real-life context.</li> </ul>
Swanborn(2010)	Discussions	<p>“A case study refers to the study of a social phenomenon:</p> <ul style="list-style-type: none"> <li>• Carried out within the boundaries of one social system (the case), or within the boundaries of a few social systems (the cases)... in which the phenomenon to be studied.</li> <li>• In the case's natural context</li> <li>• By monitoring the phenomenon during a certain period or, alternatively, by collecting information afterwards with respect to the development of the phenomenon during a certain period</li> <li>• In which the researcher focuses on process-tracing: the description and explanation of a social process that unfold between persons participating in the process, people with their values...., or the description and explanation of the process within and between social institutions</li> <li>• Where the researcher, guided by an initially broad research question, explores the data and only after some time formulates more precise research questions, keeping an open eye to unexpected aspects of the process by abstaining from pre-arranged procedures and operationalization.</li> <li>• Using several data sources, the priorities of them would be available documents, interviews with informants and (participatory) observation.”</li> </ul>
	Points	<ul style="list-style-type: none"> <li>• Revised and more comparative complete definitions based on previous work;</li> <li>• Case studies are as a form of an intensive approach to research, focusing on variables and the ways scores on pairs or sets of variables change over time;</li> <li>• Case study could be vivid and picturesque, complex and illuminating. (Miskovic, 2011)</li> </ul>

## **Appendix 7 Interview Questions for Planning Officers/ Regeneration Experts (PO Group)**

### **Part 1 Introduction**

- 1.1 Name of Interviewee:
- 1.2 Organization and position:
- 1.3 When the involvement with the Jewellery Quarter/ Lace Market's regeneration started?

### **Part 2 The Regeneration /conservation Process**

Looking back over the regeneration process of the past 10 years:

- 2.1 What would you say was distinctive about this regeneration compared to others?
- 2.2 What has been the most difficult aspect of the process?
- 2.3 What were the effects of the government urban regeneration policy and the council strategies?

### **Part 3 The strategies of the regeneration project**

- 3.1 What are the expectations of the regeneration?
- 3.2 What are the strategy's strengths?
- 3.3 What are the strategy's weaknesses?
- 3.4 Is it distinctive or innovative in any way? How does it differ from wider regeneration goals, expected relationships and timeframes?
- 3.5 Do you see any difference between the strategy of Jewellery Quarter/ Lace Market and that of the other regenerations?
- 3.6 Who have been the key "players" in the process?
  - Public sector /private sector/ individuals

### **Part 4 Impact**

- 4.1 What are the positive outcomes for the regeneration area?
- 4.2 Can you see any influence of the regeneration project on investment decision makers (public and private sector)?

**Part 5 Strengths and weaknesses of the approach**

- 5.1 Do you think the process is applicable to all historic inner city areas? What are the critical success factors behind its application?
- 5.2 What would you say are the strengths of the approach?
- 5.3 What would you say are the weaknesses of the approach?

**Part 6 Future**

- 6.1 How optimistic are you that the regeneration will meet /has met its objectives?  
Please give reasons.
- 6.2 What would you expect to see have occurred in the next 5 years?
- 6.3 Do you have any other comments you would like to make about regeneration in Jewellery Quarter/ Lace Market?
- 6.4 Do you judge the regeneration/ conservation of Lace Market as a success?
- 6.5 Any other important contacts that you can recommend?
- 6.6 Any key documents that will be helpful to the research?

## **Appendix 8 Interview Questions for Local Community and Business Group**

### **Part 1 Introduction**

- 1.1 Name of Interviewee:
- 1.2 Company name and position:
- 1.3 How many people are working for your company?
- 1.4 When was the business founded?
- 1.5 When did the company move into the Jewellery Quarter/ Lace Market?
- 1.6 What make you want to locate/ relocated your business in the Jewellery Quarter/Lace Market? (The following list of reasons was given to the interviewee and they were asked to indicate the influence level of each factor.)

(1=no influence/ 10=very strong influence)	1	2	3	4	5	6	7	8	9	10
Low property or rental price										
Public funding or finance support available for this area										
Closeness to other similar business										
Proximity to the city centre										
Well connected to the rest of the city										
Vibrant neighbourhood										
Good choice of shops, bars, pubs, cafes and restaurants										
Aesthetic quality of built environment										
Good public space										
Richness of historic buildings and places										
Other reasons (please state)										

### **Part 2 The Regeneration /Conservation Outcomes**

Looking back over the regeneration in the past 10 years:

- 2.1 What would you say are the positive outcomes of the regeneration? (In terms of physical, economic and social improvement)
- 2.2 Do you consider the built environment has been improved by the regeneration? If so, do you see any new functions were brought to the area because of this improvement?
- 2.3 Has the conservation of the heritage environment (buildings and sites with

- significant historic characters) in the area been promoted and integrated well into modern life?
- 2.4 Were there any improvements on public space? For example, more squares and improved street furniture?
- 2.5 Have you seen any enhancement on the accessibility in the area? Like more public traffic links and pedestrian connections.
- 2.6 Does the Lace Market make you feel safe and lively at night?) (for Lace Market's case only)
- 2.7 Does the regeneration have positive impact on protecting and promoting local economic activities? Were there more traditional jobs available in the Quarter? (for Jewellery Quarter's case only)
- 2.8 Were there more multi-functional economic activities? Were there more newly located industries? Do they offer more employment opportunities?
- 2.9 Do you agree that the regeneration had helped stimulating new investment to the area? If so, could you give some details?
- 2.10 Have the land value and rental price in the area changed a lot? If so, do you consider the change as an outcome of the regeneration? How about the vacancy rate?
- 2.11 Were there any new residents and workers relocated in the area? How about the original population of the Quarter/ Lace Market, did they stay in the area?
- 2.12 Does the regeneration protect the area's culture identity?
- 2.13 What about the neighbourhood and social cohesion in the area? Does the regeneration preserve and enhance it?

### **Part 3 Potential Future Developments**

- 3.1 Will you consider the regeneration in Jewellery Quarter/ Lace Market as successful?
- 3.2 What would you expect to see have occurred in the next 5 years?
- 3.3 The following table lists a number of factors which will influence the future of the Quarter /Lace Market. Could you please state what effect you believe each of these factors could have?
- 3.4 Do you have any comments on current deficiencies or future improvement that had not been mentioned yet?

(1=very negative effect/ 10=very positive effect/ 5=no effect)	1	2	3	4	5	6	7	8	9	10
Increased public transport links										
Improved pedestrian connections from and to the city centre										
Increased refurbishment and re-use of derelict buildings										
Improved public realm										
Reduced vacancy rate										
Restricted car traffic										
Improved neighbourhood communication										
Attractive new and diverse businesses										
Good public space										
Additional public funding										
More contemporary high-quality architecture										
Other reasons (please state)										

## **Appendix 9 Summarised Interview Transcripts (PO Group)**

### **Respondent Profile: Birmingham**

**Respondent :** *Planning Officer*

**Interview Date:** *10 April 2010*

**Time Start:** *2.50pm* **End:** *4:35pm*

**Position held during involvement with Birmingham's Jewellery Quarter regeneration:** *Planning Officer*

**How long been in that position:** *10 years*

**When involvement in the Birmingham's Jewellery Quarter regeneration started:** *1999/2010*

**When involvement ended:** *N/A*

**Any specific qualifications mentioned:** *Background in wider regeneration, tourism, business etc.*

### **Interview transcript**

(PO=interviewee , I=interviewer)

- I: Let's begin with the process of the regeneration in the Jewellery Quarter. There was a regeneration plan in the 1990s called Urban Village which abandoned previous plans, why this happens?
- PO: The Urban Village was introduced in 1998, and was designated for the Jewellery Quarter while the others were more about a part of the Quarter, for example, there were regeneration plans focused on St Paul's, but none of the previous plans focused on the entire quarter.
- I: Looking back over the regeneration process in the Quarter for the past 10 years, What would you say was distinctive about this regeneration compared to others?
- PO: The Jewellery Quarter regeneration was distinctive because it not only revitalized the place but also revitalized its original function- the jewellery industry. The industry revitalized in the original buildings is perfect unique.
- I: What has been the most difficult aspect of the process?
- PO: To regenerate the area without losing its unique characters- jewellery buildings and the industry that make the quarter import, and without these characters, the area would no longer be the Jewellery Quarter.

**I:** What has been the most difficult aspect of the process?

**PO:** To regenerate the area without losing its unique characters- jewellery buildings and the industry that make the quarter import, and without these characters, the area would no longer be the Jewellery Quarter

**I:** What were the effects of the government urban regeneration policy and the council strategies?

**PO:** Most of the policies and strategies from the 1990s were effective and these effects could be reflected by the Quarter's development.

**I:** What are the expectations of the regeneration?

**PO:** To revitalize both the built environment and the functions of the Quarter. Not only retaining its traditional functions but also brings new diverse functions that attract new people into the Quarter.

**I:** What are the strengths and weaknesses of the council's strategies?

**PO:** Strength is that a whole lot of derelict buildings having been repaired and reused, the jewellery industry still working alongside other creative industries. Weakness is that these strategies need more balance between industry and the community, and lack of reviews as well.

**I:** Do you see any difference between the strategies of Jewellery Quarter and that of the other regenerations?

**PO:** The most obvious difference is the survival of its original industry - jewellery industry in the Jewellery Quarter and lace industry in Lace Market. In the Jewellery Quarter, there are still jewellery trades taking place. In Lace Market, the buildings were regenerated and new functions are given to them. While in the Quarter, quite a lot regenerated buildings remain their original functions.

**I:** Who have been the 'key players' in the process? - public sector /private sector/ individuals

**PO:** Every party plays their own roles. And they switch roles from time to time if needed. The key play would be the public sectors most of the time.

**I:** What are the positive outcomes of the regeneration?

**PO:** Well, there are many positive outcomes. The regeneration has contributed to the physical, economic and social environment in the Quarter and the most significant achievement is the economic improvement. For example, local economic like jewellery industries have been protected and promoted, and more traditional jobs are provided as a result; public and private investment

has been brought to the Quarter and more new creative companies are attracted to relocated.

I: Can you see any influence of the regeneration outcomes on investment decision makers (public and private sector)?

PO: Yes, definitely. One big objective of the regeneration in Jewellery Quarter is to bring more investment (both public and private) into the area. Some of the positive outcomes did have influence on stimulating investment, such as high-quality and well-connected physical environment; multifunctional and vibrant economic activities.

I: Do you think the process of the regeneration is applicable to all historic inner city areas? What are the critical success factors behind this application?

PO: I'm afraid not. As you know, each historic area has its unique circumstances and the process in Jewellery Quarter's regeneration is designed for the Quarter considering all the heritage characters it has. It is not a universal one and could not be applied directly to other historic areas. However, it might be used for reference for regenerations in heritage quarters with similar conditions.

I: What are the critical success factors behind its application?

PO: Well, the critical success factors could be special funding for the Quarter and supportive policies; the revitalization of jewellery industries; aesthetic, architectural and functional diversity; cultural identify; neighbourhood and social cohesion.

I: What would you say are the strengths of the approach?

PO: The strengths includes protecting and promoting local business (jewellery industries) while bringing in new business (creative industries); protecting and enhancing cultural identity and neighbourhood cohesion to retain original population while attract new residents and workers; and also, promoting and integrating heritage conservation in modern life.

I: What would you say are the weaknesses of the approach?

PO: There might be some limitations of this approach. It focus on economic more than on other aspects; much attention has been paid on heritage environment and as a result, little attention to the improvement of common physical environment such as public space, transport links to and from the Quarter; and also, it provides no solution for vacancies and under-use sites.

- I: What are the critical success factors behind its application?
- PO: Well, the critical success factors could be special funding for the Quarter and supportive policies; the revitalization of jewellery industries; aesthetic, architectural and functional diversity; cultural identify; neighbourhood and social cohesion.
- I: How optimistic are you that the regeneration will meet /has met its objectives? Please give reasons.
- PO: The regeneration is considered to be successful in many ways not only by the developers, but also by local community, local business and local residents as well. For example, the regeneration makes the environment convenient and safer, (there has been a reduction in reported crime) and more creative industry as well as residents moved into the Quarter.
- I: What would you expect to see have occurred in the next 5 years?
- PO: First is the new enhanced transportation system in the Quarter. Enhancing the accessibility in the Quarter (public traffic links; pedestrian connection), and links the Quarter to the city, then is inclusive & quality public space (including public realm such as street furniture). These enhancements will make the Quarter more attractive and accessible.
- I: Do you have any other comments you would like to make about regeneration in the Jewellery Quarter?
- PO: Regeneration in the Jewellery Quarter is so far a good regeneration in process. It could be considered as successful in many ways. However, more development is required in the following fields: parking problems and lack of green space; communication between groups; vacant and under-use sites.
- I: Do you judge the regeneration /conservation of the Jewellery Quarter as a success?
- PO: Well, in my opinion, it is successful indeed. As I mentioned above, this regeneration has significantly improved the environment and economic in the Quarter and most of its objectives have been achieved. So it looks like a success to me.
- I: Any other important contacts that you can recommend?
- PO: [these contacts preferred to be anonymous ]
- I: Any key documents that will be helpful to this research?
- PO: [details provided on a separated list]

## Appendix 10 Jewellery Quarter Survey Summary

### 1. Target groups

- **Creative Industries:**

Advertising√

Architecture√

Art & antiques

Design (fashion design, multi-media & web design) √

Video, film & Photography

Music & Performance Arts

Publishing

Radio & TV

Operating in more than one factor √

- **Jewellery Industries**

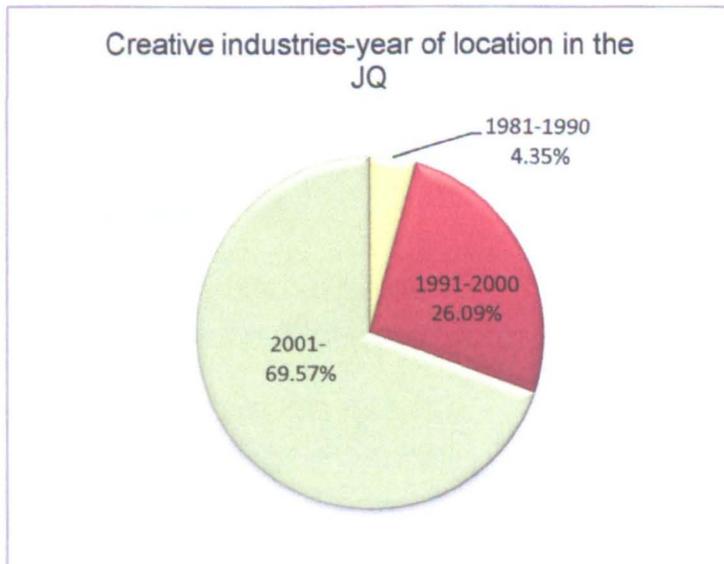
- **Domestic Resident**

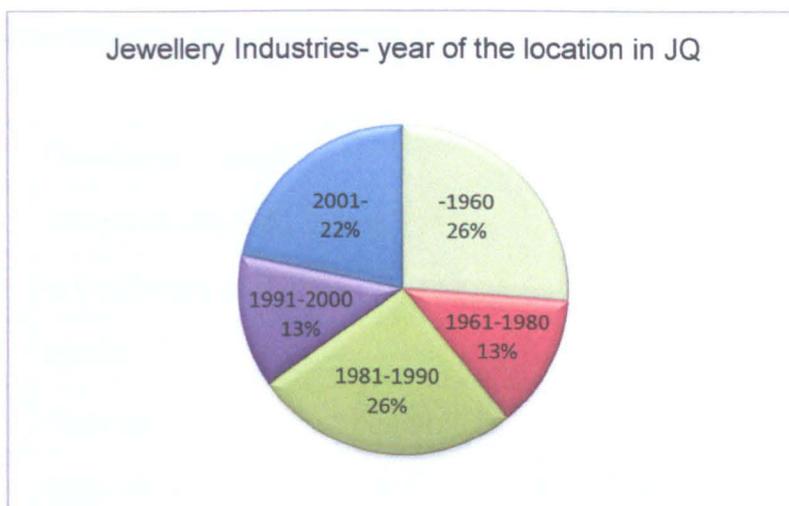
### 2. Length of interviews

20-30mins

### 3. Findings

- *Year of location in the Jewellery Quarter (according to the survey in 2009)*





- *Location factors:*

Target group	'Hard' location factors	'soft' location factors
All groups	Low property/rent prices	Vibrant neighbourhood
	Availability of good workspace/ flat/ house sizes	Good choice of shops and leisure facilities
	Proximity to city centre	Aesthetic quality of built environment
	Well connected to rest of the city	Small skill urban structure
	'good address'	Good public space
		Pleasant area to walk through
		Authenticity of place
Creative & jewellery industries	Public funding or financial support available in area	
	Closeness to other creative or jewellery-related businesses	
Only jewellery industries	Company has traditionally been located in the Jewellery Quarter	
Only domestic residents	Workplace situated in Jewellery Quarter	

• ***Distinctive elements: (Fixed & Non-fixed)***

1	Chamberlain clock tower
2	Historic environment/ historic building
3	St Paul's Square / church
4	Big Peg
5	Cemetery
6	Shops around Vyse St / Warstone Lane / offer of shops
7	Jewellery Quarter museum
8	Interesting/ good/ aesthetic buildings
9	Networks of narrow streets/ side streets
	Pen museum/ Argent centre
	Brick & terracotta materials
	People/ working people/ jewellery manufacture

• ***Most Significant impressions***

1	Irritating traffic issues
2	Pleasant environment around St Paul's
	Parks & trees & flowers
	Poor impression of derelict sites/ streets
	Smells, people, traffic at Great Charles Street crossing
3	Quality of historical architecture
	Pleasant walk along canals with distinctive views and smells
	Atmosphere of history/ feeling of being in a time capsule which is still functioning
	Poor quality of gateways into the Quarter/ difficulties with connectivity

• *Quality of place*

No	Photography	Description	Time Period	Context
1		Ludgate Hill with St Paul's Church in the background	18 <sup>th</sup> -19 <sup>th</sup> century	St Paul's Square is of outstanding historical importance. Ludgate Hill and the surrounding neighbourhood provide pubs, bars, restaurants, night clubs, and green public space.
2		Apartment building on Hall Street	Last 10 years	Commercial residential development
3		Taylor & Challen factory building, Constitution Hill	1938	Warehouse, wholesale market, situated in busy but dilapidated high street
4		Northampton Street with jewellery manufacture and retail; rear of Big Peg	1960s	The Big Peg provides rental space for jewellery and creative businesses. The surrounding area is dominated by jewellery retail and manufacture.
5		Original Georgian townhouses at St Paul's Square.	18 <sup>th</sup> Century	Situated at the famous St Paul's Square. Mainly office use; neighbourhood provides pubs, bars, night clubs, restaurants, and green public space

6		Apartment building, George Street	Last 10 years	Residential development in quiet mixed-used street next to historic 19 <sup>th</sup> century former factory building
7		Legge Lane, with No.6 in the background, a group of "three-quarter-houses" with rear workshops.	1880s	Mixed-used; residential, office, workshops; high level of derelict and vacant buildings; very quiet street
8		Caroline Street, office building which displays pseudo-historical facade elements	1980s	Office and retail on main connection between St Pail's and Warstone Lane.
9		Jewellery Quarter Museum, Vyse Street	1899	Former jeweller manufacturer Smith & Pepper turned into museum; major tourist attraction in Jewellery Quarter.

• *Place performance*

The place is rich of memories and historical elements related to the past of the Jewellery Quarter	9, 7, 5,1
The place is attractive and well designed	9, 5, 1, 6
The place provides different kinds of activities	4, 1, 9, 5
The place create positive feelings	5, 9, 1, 6
The place create negative feelings	2, 4, 3, 8
The place feels disconnected or strange in the overall context of the Jewellery Quarter	2, 8, 3, 4
The place feels unkempt and uninviting	3, 7, 4, 2

• *Possible improvement*

1	Increased refurbishment and re-use of derelict buildings
2	additional public funding for creative industries and small businesses
3	additional measures to unveil hidden memories or cues of history within the Jewellery Quarter
	World Heritage status
	availability of affordable office and workshop space
4	improved pedestrian connections from and to the city centre
5	improved public realm, e.g. trees, street furniture, etc.
	increased public transport links
	new cultural facilities such as museums or art galleries
	regular arts & crafts fairs / markets
	attracting new and diverse arts & crafts businesses

**Appendix 11 Full History of the Jewellery Quarter**

14th century	precious metals worked in the area
<b>1600</b>	
1660	King Charles II introduced fancy buttons and shoe buckles to Britain from France
<b>1700</b>	
1746	Landowner, Ann Colmore rearranged the New Hall Estate and granted leases to create the Jewellery Quarter
1750's	Sand from the sandpits located on Hockley Hill were used for moulds in the local metal casting industry
1750-1770's	The Jewellery Quarter became wealthy residential area consisting of up-market Georgian houses
1769	Birmingham Canal completed. Roads into the Quarter are improved
1773	Birmingham Assay Office established after campaigning by Matthew Boulton
1780	The Birmingham and Fazeley Canal was completed providing a better form of transportation for goods and the delivery of materials to the area
<b>1800</b>	
1800	Jewellery trade employed 400 people
1800's	Shoe laces become fashionable, replacing trend for shoe buckles, which led to the diversification of the manufacturing industries
	New branches of the trade such as watch case making, insignia and mayoral chains were introduced
	Gold rushes in USA and Australia led to an increase in the supply and demand for jewellery. The trade benefited greatly from the declining price of raw gold
1806	Silver guard chain production became popular
1825	Industries in the Jewellery Quarter were close to extinction

1830's 1840's	- Land prices soared. Consequently, houses became workshops and as space became more difficult 'shopping' took place, this was where workshops were constructed in gardens
1837	Queen Victoria coronated and her love of jewellery saved the industry
	William Elliot patented a method of manufacturing cloth-covered buttons
1840	The Birmingham and Staffordshire Gas Light Company supplied piped gas to the Jewellery Quarter
	Elkington's Works discovered the effective and reliable method of electroplating
1845	The jewellery representatives travelled to Buckingham Palace to persuade Queen Victoria to wear British made jewellery
1850	Half of the gold and silverware products on sale in London jewellery shops had been produced in Birmingham. The Jewellery Quarter supplied jewellery throughout the commonwealth
1861	Over 7,000 people were engaged in the jewellery trade
1883	2.6 million articles sent to the Birmingham Assay Office for assaying Mid-1880's nationwide depression led to a downturn in business and widespread unemployment
1886	Newly developed gas engines were introduced by the larger manufactures
1887	The Jewellery Quarter begins to suffer from competition from abroad. The Birmingham Jewellers' and Silversmiths' Association, is formed by Joseph Chamberlain to boost trade and recovery
1890	School of Jewellery and Silversmithing was established
1892	Prince Consort died and Jewellery again became unpopular
<b>1900</b>	
1910	King Edward II died and the subsequent coronation boosted orders for jewellery, commemorative medals and other memorabilia 1900's the Quarter continued to expand and now employed over 50,000 people

1914	Financial ruin for many firms who were not able to obtain government war work in the munitions sector
	throughout World War I demand for military buttons, badges and medals increased
1918	Demand plummeted and the jewellers also witnessed a change in fashion in society
1920's	Post war boom
	Some companies constructed large factories as they tried to diversify their businesses
1921	The Quarter is hard hit by the Great Depression
1938	during War II, the Quarter again turned to munitions and this led to the Jewellery Quarter becoming target of bombing raids by the Luftwaffe
1943	Many buildings in the Quarter were considered inappropriate for use and the recovery after the war was hindered by the lack of space
	Post-war the industry has continued to decline as a result of lack of demand and foreign competition
1950's – 60's	Some of the larger firms moved to new sites in the city
1965	The City Council drew up redevelopment plans for the Quarter
	8,000 people were employed in the Quarter
1970's	The historical importance of the Jewellery Quarter was recognised by Birmingham City Council and English Heritage
1971	St Paul's Square Conservation Area was created
	The flatted factory, known as the Hockley Centre (now the Big Peg), was constructed
1978	The workshops and decked car park was constructed. Further large scale redevelopment plans were scrapped
1985	8,000 people were employed in the Quarter

1985	1980's regeneration initiatives and environmental improvements carried out. The first new housing for over a century was built
1998	Over 25% of the industrial establishments were vacant and only 3% of the area was occupied by families
	The Jewellery Quarter Urban Village Framework Plan was adopted to use mixed-use development to promote regeneration in the area and establish a community
<b>2000</b>	
2000	The three conservation areas were merged to form the new Jewellery Quarter Conservation Area
2009	Recession halts the construction of a number of new residential schemes in the Quarter
	The Jewellery Quarter employs about 4,000 people in the jewellery and related metal trades and is still a major centre for gold jewellery production in Britain
2012	The Golden Square will be completed heightening the image of the area, bringing new investment, invigorating the creative industries, and strengthening the residential sense of community
	Golden Square will host events during the London Olympics
2020	Jewellery Quarter will become a vibrant community, employing 4,000 people in the Jewellery trade, and a further 5,000 in related creative industries.
	The Quarter will have a residential population of 10,000 people.

**Appendix 12 Timeline of the Lace Market's Regeneration (1998-2010)**

<b>Newspaper Reports on Nottingham Lace Market Regeneration (1998-2008)</b>		
<b>1998</b>	10 Jul.	Lace Market Development Company (LMDC, set up in 1968) was replaced by Nottingham Regeneration Company (NRC)
	8 Dec.	Work had started on a multi-million pound redevelopment of one of the most "significant" buildings in the Lace Market.
	10 Dec.	Regeneration in Lace Market had seen scores of new businesses moved in and work began on Nottingham's new £36m ice centre. City planners approved a seven-storey hotel scheme costing £5m.
<b>1999</b>	1 Apr.	Development of LM was moving ahead and investors both in business and residential development focused their attention on this prestigious new conservation island in the centre of Nottingham.
	1 Jun.	The transformation and potential of the LM had persuaded a Nottingham property company to invest £5m on a number of residential and commercial ventures.
	16 Jun.	Streets around Ice Centre would undergo a dramatic transformation, developers wanted to transform rundown factories into luxury penthouses.
	20 Jul.	Nottingham had been given £3m European Grant for the public square outside the National Ice Centre, and a further £1m to revitalize businesses in the nearby LM with their training and employment needs.
	30 Sep.	Significant changes on permission to development were made by Nottingham city council to reduce traffic in the Nottingham Lace Market and the tram system.
	10 Oct.	A former hospital site had been redeveloped for homes a City Pod.
	13 Nov.	Barker Gate House would be demolished to build a 154-bed hotel with restaurant and bar.
	22 Nov.	Plans were being finalized to transform former factory buildings into up-market homes in Nottingham's LM
	30 Nov.	The city's planning authority had given permission to 92 more homes in the area. Apartments were selling for up to £250,000.
<b>2000</b>	14 Jan.	Nottingham City Council wanted to build the 200,000sq ft. public square as a "gateway" featuring boutiques and bars.
	7 Mar.	Nottingham's Lace Market was set to become the first business improvement district (BID) in the country.

2000	4 Apr.	A Nottingham Lace Market site had been sold in a record-breaking deal believed to be worth £6m an acre.
	13 Jun.	A new apartment development would take place in Nottingham Lace Market later 2000. The multi-million pound scheme would be the first purpose-built residential apartments for sale in the historic area.
	14 Jun.	Nottingham's planners were looking for a comprehensive scheme to redevelop St Mary's Gate of Nottingham Lace Market. Planners wanted the development include a "gateway" or arch on to Fletcher Gate adjacent to a proposed tram stop; it would lead directly to the new square and the rear of the restored Adam Building on St Mary's Gate.
	10 Jul.	Benoy Newark would design a luxury £10.5m homes and shops scheme in Weekday Cross, on the edge of Nottingham's Lace Market.
	27 Oct.	A £10m homes and shops scheme in Nottingham's Lace Market had been given a cool reception by city councillors.
	14 Nov.	Developer had unveiled plans for a £12m residential scheme in Nottingham Lace Market.
	28 Nov.	Businessman George Akins had revealed plans to create a new square in Nottingham's Lace Market as part of an £8m redevelopment.
2001	21 Feb.	Nottingham Lace Market Properties – the Nottingham-based developers – had bought a former textile factory in Nottingham for conversion into apartments.
	27 Feb.	Lace Market Properties converted a Former city centre textile factory in Nottingham into homes following its acquisition.
	3 Mar.	Market Cavell's company had become the largest private investor in Nottingham's Lace Market.
	13 Mar.	Work to clear the former A.C. Gill factory in Nottingham's Lace Market would begin next month.
	27 Mar.	Nottingham could soon have its first outdoor video screen – as the focus of a new £7m square in the heart of the Nottingham Lace Market.
	3 Apr.	The city's leading architects and urban designers had criticized plans for Nottingham's first outdoor video screen as part of a new £7m square in the heart of the Nottingham Lace Market.
	24 Apr.	Fresh plans had been submitted for a £10m luxury flat and shop development in the Nottingham Lace Market.
	27 Apr.	Fresh for a £10m development for shops and flats in the heart of Nottingham's Lace Market had been passed at the second attempt.
	8 May	Wilson Bowden would begin demolition next month to make way for major gateway scheme in Nottingham's Lace Market.

2002	6 Mar.	The team behind the new Nottingham Lace Market Square said it would feature Nottingham's first display of integrated landscape and art.
	28 Mar.	Work had begun on a new £20m development at Weekday Cross, Nottingham.
	15 Dec.	Nottingham's old factories were turning into trendy apartment at a cracking pace according to Fred Redwood.
2003	20 Oct.	Apartments in Fletcher Gate in Nottingham Lace Market area were selling well as 2/3 of the 101 apartments already sold.
2004	20 Sep.	The city council in Nottingham was being urged to resurrect plans to create a Business Improvement District for the Nottingham Lace Market area.
2005	1 Mar.	The public square in Nottingham Lace Market area was expected to build soon, which would bring a new focal point to the heart of the boundary the Nottingham Lace Market, the city centre and the Hockley.
2006	3 Apr.	The Nottingham Lace Market's new public square was to get an investment of £27,000 in its landscape architecture and public art.
2008	19 Feb.	Nottingham's Lace Market square plaza could be all things to all people – but mostly it is a breath of fresh air.
	28 May	A site earmarked for flats had been approved for an eight-storey offices block.
2009	12 Mar	The Lace Centre, sited in the historic Severns building near Nottingham Castle, is due to close on April 14, effectively ending the city's last links with the once-mighty lace industry
	17 Mar.	The future of County House in Nottingham's historic Lace Market has been secured after its acquisition to extend the Lace Market Hotel. County House, on High Pavement, has been bought by the Finesse Collection. If the proposal receives planning consent, it will add 20 bedrooms to the hotel, taking the total to 64.
	22 Jul.	Lace Market Properties is asking the city council to let it off paying for a community open space because it's up-market flats will make a loss. It won planning permission for the Picture Works project in Queen's Road, next to Midland Station, in 2006.
	6 Aug.	The closure of the Nottingham Industrial Museum has been confirmed by the city council to save money.
	23 Nov.	The Lace Market Regeneration Project received a commendation in the 2009 Lord Mayor's Award for urban design. Local recognition is a good way of reinforcing and embedding the value of good contextual design in historic areas.

<b>2010</b>	1 Jan.	Plans have been submitted to turn a vacant office block in the Lace Market into a new bar and restaurant. The building has been vacant for 20 years. The proposal is to add an additional storey to the building and convert and refurbish it inside.
	8 Mar	Top hotels and blue-chip companies are racing to obtain sites in Nottingham. The council has been surprised by the level of interest in the sites, which include the Guildhall, Lawrence House on Talbot Street, and Severns House, Weekday Cross.
	24 Mar.	Lace Market boost on back of Nottingham Contemporary Arts Centre which opened on High Pavement in November 2009, costing £20 million, funded by the Arts Council, National Lottery and Nottingham City Council.
	20 May	Nottingham Contemporary has won a top award-Royal Institute of British Architects national award.
	25 May	The Lace Market hotel's capacity will expand from 42 to 63 bedrooms and the scheme will include a swimming pool. The plans involve the expansion of the High Pavement hotel into County House, a grade two listed building. Its east wing and part of the front will be demolished and a four-storey extension built at the rear.
	10 Jun.	Work has begun to redevelop the oldest hotel in Nottingham to turn it into a four-star hotel contemporary venue. The Comfort Inn in George Street is to have a £1.5m redevelopment, which will see all 75 rooms and corridors renovated.
	11 Aug.	A new 65-bed hotel could be built in the Lace Market. If plans go-ahead, the Victorian building of Catherine House, in Woolpack Lane, would be renovated, while a 1960s four-storey building linked to it would be demolished.
	19 Oct.	The Trivett Square scheme, to be located on Short Hill connecting to High Pavement, will provide 51,000 sq. ft. of new office space and a further 16,000 sq. ft. of converted office space with basement car parking.