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02 |

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## Protection and Reuse of Industrial Heritage: Dilemmas, Problems, Examples



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**Protection and Reuse of Industrial Heritage:  
Dilemmas, Problems, Examples**

edited by Sonja Ifko and Marko Stokin

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## Editorial

It gives us a great pleasure to present the second edition of our publication of ICOMOS Slovenia with selected articles they were presented at the 2th International Symposium on Cultural Heritage and Legal Issues, Protection and reuse of industrial heritage: Dilemmas, Problems, Examples, in Bled between the 1st and 3th October 2015.

The Council of Europe's early positions towards industrial heritage were a reaction to the consequences of the industrial decline in western Europe, and the principles were further developed in Recommendations of the Committee of Ministers of the Council of Europe in 1987 and 1990 [R(87)24 and R(90)20]. In 2013, the Parliamentary Assembly of the Council of Europe adopted the Resolution 1924 (2013) on Industrial Heritage in Europe, which draws attention to the most recent issues relevant for the integrated conservation, intelligent rehabilitation and sustainable revitalisation of industrial heritage sites and landscapes of Europe. One should also mention the constant alerts coming from the side of the Congress of Local and Regional Authorities of Europe to strengthen the local authorities' role in the preservation of industrial heritage "in situ". Lately, the initiative about European Industrial and Technical Heritage to be used as one of the central themes of European Heritage Days 2015 was put forward and actually implemented in many European countries. On the other side, ICOMOS Slovenia as an active member of ICOMOS International and ICOMOS Europe has dedicated an important part of its efforts towards international cooperation and pooling forces in the field of industrial heritage protection. Joining forces with the Council of Europe build synergies in following-up the Council of Europe conventions with revisiting these references and taking stock of the new challenges and issues at stake. Our common goal is to integrate innovative ideas, define new positions and open new perspectives with the aim to give this important dimension of our common heritage of Europe the role it deserves in the future multilateral and trans-frontier co-operation.

The present publication brings eleven new articles from different countries, especially focused on south-east Europe industrial heritage, were after the fall of Yugoslavia the new economic order led the collapse of many industrial factories and towns from socialist period and they are now in the process of decline. The nature of economic and political circumstances in south-east Europe are constantly and increasingly challenging the survival of industrial heritage - even "listed" monuments. Public interest is not always sufficiently expressed in decision-making process. The same is true about expectations of heritage communities associated with industrial heritage which still have little means of being expressed and taken on board. There has been an increasing trend of exploitation industrial heritage from which the traditional professional institutions are excluded because they are self-limited to their classical "protection" role instead of developing management approach. The fact is that changes affecting industrial heritage and its role in society require new responses and innovative solutions.

Sonja Ifko, Marko Stokin

## Review

The book 'Protection and reuse of industrial heritage: Dilemmas, problems, examples' raises one of the most significant questions of heritage protection that came into the international public eye at the turn of the 20th and 21st centuries. In this period, many international organisations and bodies involved in heritage management have been engaged in various aspects of industrial heritage. Since UNESCO and Council of Europe are the most prominent international governmental organisations, the publication attempts to put stock in standards developed in the framework of UNESCO World Heritage Programme and Council of Europe's activities and confronts them with efforts of major universal non-governmental organisations, such as ICOMOS and TICCIH. The aim of giving an overview of international standards is itself worthy. The book combines them with a selection of analytical articles about the state of statutory protection, public perception, conservation and reuse by analysing cases from Western and South-Eastern Europe. The state-of-the-art comparison between the situation in both groups of countries shows that the South-Eastern countries lag behind the Western ones in every aspect of industrial heritage protection but the academic historical knowledge, the efforts of museum and conservation service experts and civil society activities, mainly organised at local levels.

The articles collected in the publication offer over 140 pages of intensive reading of well-documented overview of the industrial heritage history in selected countries, discuss problems and to some extent also exemplify good practice. The authors are renowned authorities in the field of industrial heritage research and the topics of their presentations cover well the purpose of the book. There are some discrepancies in technical format of individual articles, one could also come across some translation insufficiencies but such minor imperfections cannot override the prevailing positive impression.

The overall evaluation of the publication could be summed up as follows: it is of great value for readers interested in the issues of industrial heritage and also for heritage experts in general. One could only hope that the message of the book reaches decision makers, as well. The tone of some articles is somehow pessimistic but on the other hand authors share the conviction that education, awareness-raising and international cooperation can make headway in improving the situation.

Dr. Jelka Pirkovič



Ironworks Jesenice. Photo: Sonja Ifko.

Mary McMahon

## **Protective Measures For The Conservation Of Ireland's Industrial Heritage**

### **Summary**

*In this paper Mary McMahon presents an overview of the development of industrial legislative cover for the protection and conservation of Ireland's industrial heritage. Outlined are the provisions of the national legislation and the two national archaeological and architectural inventories, and how the planning authorities implement them in dealing with development. The influence of volunteer organisations such as ICOMOS Ireland and the Industrial Heritage Association of Ireland in developing awareness and promoting the national cataloguing of industrial sites is addressed. This paper also deals with the actions of both organisations in recognising and addressing the education and training necessary to develop expertise in conserving our industrial heritage. The impact these have had on recognition of the significance of industrial heritage and the necessity for its protection in the widest sense is explored.*

### **1 Introduction**

Internationally Ireland's industrial heritage might not be the first thing that springs to mind when considering its cultural heritage. Perhaps more familiar are its prehistoric monuments such as the Passage Grave at Newgrange, the Round Towers and decorated High Crosses of our Early Christian sites such as Clonmacnoise, or the extensive remains of Viking houses unearthed below the streets of our capital city, Dublin.

However in common with our European neighbours, Ireland has a rich industrial past that is probably best represented by the industrialisation of agriculture, with crops grown for food production, brewing, and the clothing industry. The paucity of significant deposits of coal did not pose a hindrance in using animal, wind and water power in the pre-steam era. Grain stores, flour mills, and linen and woollen mills were built across the country, close to the sources of their raw materials. The Great Famine of the mid-nineteenth century, in which one million people are believed to have died, led to rural depopulation, and subsequently to the expansion of cities and larger towns in the late-nineteenth century. This population shift contributed to the development of urban industries, with steam power, mechanisation and factory labour becoming the norm. Certain industries expanded to become internationally significant manufacturing units, such as Guinness's James' Gate Brewery which had become the largest in the world by the end of the nineteenth century. The provision of utilities – water and sewerage systems, gas and electricity – for this growing urban population became another part of Ireland's industrialisation. Infrastructure for the carriage of people and the transportation of raw materials and finished goods resulted in a network of roads, harbours, canals, and railways criss-crossing the country.

### **2 Legislative provisions**

At national level Government legislation and policy has been influenced by International Conventions and Charters which inform decisions about how the cultural value of the built environment is to be treated. In 1997 Ireland ratified the Valetta Convention on the Protection of the Archaeological Heritage, and in the same year ratified the Granada Convention for the Protection of the Architectural Heritage of Europe. Our principal legislative measures that deal with the protection and conservation of sites of special

heritage value, including industrial heritage sites, are the National Monuments Act and the Local Government Planning Act.

## 2.1 The National Monuments Act (1930 - 2004)

The 1930 National Monument Act has been hugely significant in the protection of our heritage, particularly our archaeological sites and monuments. The Act is the basis for our present National Monuments Service, and subsequent revisions have strengthened its provisions. Under the 1930 Act the term 'monument' included all man-made structures whether of archaeological, architectural or of historical interest.



**Fig. 1:** Newmills Corn and Flax Milling Complex, County Donegal: Declared a National Monuments in 1987 and is in the care of the State's National Monuments Service.

The Archaeological Survey of Ireland (ASI) was established to compile an inventory of all known archaeological sites in the State. The ASI however focused on sites of pre-1700 AD date. In 1987 an Amendment to the Act extended its remit to include post-1700 AD sites that were considered of national importance.



**Fig. 2:** Cork City Waterworks Complex: Structures are included in the National Inventory of Architectural Heritage and the Cork City Record of Protected Structures. Now offers an educational facility for the primary school curriculum.

The provisions of the Act were further strengthened in 1994 with the establishment of the Record of Monuments and Places (RMP) and now all sites identified in the ASI are included in the RMP. As they are accorded Statutory Protection, any proposed development at a site included in the RMP must be notified in writing two months in advance to the relevant Ministerial Department, who, in conjunction with the local Planning Authority will assess the proposals and set mitigation procedures. Currently the RMP contains approximately 140,000 monuments, but as the vast majority are of pre-1700 date, this legislation provides limited protection for eighteenth to twentieth century industrial heritage sites.



**Fig. 3:** Speakers at the training module Ireland's Industrial Heritage: The Conservation Challenge, organised by the IHAI in October 2016. Left to right: Myles Oglethorpe, Michael Grace, Paul McMahon, Susan Roundtree, Sir Neil Cossons, Mary McMahon, Lisa Edden, and Michael Phillips.

## 2.2 Local Government (Planning and Development Act) 2000

This Act is a milestone in the history of our legislative protection of the built heritage, and was introduced to implement the provisions of the Granada Convention. The previous Planning Act 1963 had empowered county and city planning authorities to list buildings because of their artistic, historic or architectural interest and to formulate related policies and objectives. However the listing was at the discretion of each local authority and buildings with industrial functions were under-represented in the official listings.

A statutory obligation of the 2000 Act is that each Planning Authority produces a Development Plan, which is a written statement of its policies and objectives on cultural heritage and conservation matters. They must compile and maintain a Record of Protected Structures (RPS), which is a mechanism for the statutory protection of the built heritage and forms part of each Authority's Development Plan. Significantly for our industrial heritage stock, the criteria to be considered for inclusion in the RPS were greatly extended to include structures of special architectural, historical, archaeological, artistic, cultural, scientific, social or technical interest. The protection extends to a structure's fixtures and features, and also structures within its curtilage. This is particularly relevant to industrial complexes where the whole can be of greater significance than specific individual elements.

The National Inventory of Architectural Heritage (NIAH), established in 1999, is empowered to make recommendations to the Planning Authorities to include structures in their RPS. The NIAH brief is to identify, record and evaluate all post-1700 built heritage. In using the eight criteria, a greater number of industrial sites are now included in the NIAH, and in this way can be designated for protection within the RPS. Due to the numbers involved and the

resources required however, the NIAH surveys a representative example in each county and as a result, although coverage has increased and many structures of industrial interest are included, a comprehensive inventory of our industrial heritage stock is not yet available.



**Fig. 4:** Dublin Gasworks: Late nineteenth century gas holder was converted into a multi-storeyed apartment building in 2006.



**Fig. 5:** Electricity Generating Stations, Dublin: The two tall chimneys are from the Poolbeg Station built 1965-1971. The low red-brick building on the right is the 1903 Pigeon House Station, and was an early pioneering example of three-phase electricity generation.

The Development Plan, together with the architectural heritage provisions of the Planning Act, is the strongest legislation applicable to the industrial heritage. Recognising that many industrial heritage sites are not included in the RPS, specific policies and objectives to protect the buildings and features of industrial heritage have been included in some of the Development Plans. There are examples of this tool being used for both largescale infrastructural projects, and also small site developments where the industrial structures have not be included in the RPS. In these cases the planning authority has insisted that industrial heritage assessments were undertaken, and as a result have enforced mitigation measures as conditions of planning permission.

The Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs has recently undertaken a review of the Act. An expert advisory committee was established to carry out the review and consisted of a range of experts from the public and private sector, including members of ICOMOS Ireland and its Industrial Heritage National Scientific Committee (IHNSC). The review examined in detail the implementation of the Planning and Development Act since 2001 and the draft report which included some proposed legislative amendments was circularised in December 2016 for comment before the recommendations are implemented.



**Fig. 6:** Ballycorus Lead Mines, County Dublin: The flue chimney is the most prominent surviving feature of the leadworks which opened in 1807 and operated for over a hundred years. Protected by Preservation Order under the National Monuments Act whereby the owner is legally obliged to preserve it.



**Fig. 7:** Guinness Storehouse, St. James's Gate Brewery Dublin: This former fermentation plant, constructed in 1902, now houses Europe's top visitor attraction.

### **3 NGOs and the *Dublin principle***

Similar to other European countries, the lead in protecting, preserving and promoting the industrial heritage of Ireland has been taken by volunteer organisations and enthusiasts, many with a particular expertise. In June 1996, the Industrial Heritage Association of Ireland (IHAI) was established to raise awareness at national level of the significance of our industrial heritage past, and at the top of their list of objectives was the establishment of a national industrial heritage inventory. Increase in development, particularly in urban areas, was posing an immediate threat to the survival of unprotected industrial heritage sites and a national inventory was seen as a way to enable informed decisions to be made regarding what levels of protection should be given at national, regional and local levels. They undertook a number of promotional campaigns, and held meetings with government and local authority representatives, as well as the Heritage Council of Ireland's network of Heritage Officers who were employed in the city and county planning local planning authorities. This was very successful and as a result a number of our local authorities subsequently included industrial heritage surveys as actions of their annual County Heritage Plans. The Heritage Plans offer the local authorities the opportunity to raise awareness, create understanding, forge partnerships, inform and put in place best practice, and identify and implement key heritage projects. In order that the surveys would follow a standardised format, the Heritage Council commissioned a publication that introduced a standardised recording methodology (*Recording and Conserving Ireland's Industrial Heritage: An Introductory Guide*, Hamond, F. & McMahon, M.). The surveys have resulted in an increase in the numbers of industrial sites included in the NIAH, and also significantly in the county Record of Protected Structures.

The IHAI also actively encourages community involvement and volunteer expertise. In a sector as diverse as industrial heritage, networking is essential. To mark its 10th anniversary, the IHAI organised a networking conference and workshops in partnership with the Heritage Council of Ireland, the Irish Government Department with responsibility for the Heritage Service – the Office of Public Works, and the Environment and Heritage Service of Northern Ireland. Over fifty participants attended drawn from the various organisations active in industrial heritage, as well as representatives from government departments and the local authorities. Themes covered included field recording, inventory and archiving; awareness raising, tourism and funding; and conservation and planning. The networking provided the opportunity to promote the concept of a comprehensive industrial heritage database and adoption of the standardised recording methodology.

ICOMOS Ireland works closely with the IHAI and in 2006 ICOMOS established an Industrial Heritage Committee National Scientific Committee (IHNSC) whose membership includes architects, planners, engineers, archaeologists and engineers, working to a three-year business plan. The International Charters and Principles that ICOMOS has produced since its inception in 1965 are recognised and accepted in Ireland as best-practice guidelines and, most importantly are embedded into the decision-making of our planning authorities when considering development proposals. The IHNSC promoted the adopted by ICOMOS of the Nizhny Tagil Charter for the Industrial Heritage and also actively participated in the development of the Dublin Principles (Joint ICOMOS-TICCIH Principles for the Conservation of Industrial Heritage Sites, Structures, Areas and Landscapes), and since their ratification in 2011 ICOMOS Ireland and the IHAI have been actively engaged in promoting them. We have particularly targeted their adoption by government, local authorities, and other statutory institutions as they provide a focused framework for the strategic and operational management of our industrial heritage.

### **4 Training initiatives and capacity building**

With the growth in awareness and actions, and the development of the necessary legal and administrative frameworks for the protection of the industrial heritage, ICOMOS Ireland posed the question of how prepared are the built heritage professionals to meet the

requirements of planning, etc. Do they have the necessary knowledge and skills associated with the safeguarding of the industrial heritage? In 1994 they had carried out a Review of the state of conservation education and training in Ireland, but the years since had seen many changes: new legislation, increased prominence of the issue of conservation and increased number of stakeholders involved, new measures to upgrade expertise, the emergence of conservation officers as a new profession, greater range of NGO engagement, and enhanced public interest. So in 2009 they carried out a second Review and published the results – Sustaining our Built Environment.

The Review considered four categories in which skills training was considered necessary – materials conservation; crafts in the building industry; education and building professionals; and heritage-related courses and activities. Based on their findings, a number of recommendations were made including the need to address education and training for the development of expertise in the conservation of industrial heritage. A number of seminars and workshops followed its publication and the IHNSC, in consultation with the IHAI, proposed a number of actions for capacity building in the industrial heritage sector.

Taking up the challenge, in September 2015 the IHAI organised and delivered an Introductory Module on Industrial Heritage, which focused particularly on the needs of professionals working in the built heritage environment. The course was run in partnership with ICOMOS Ireland, and was recognised as Continuing Professional Development (CPD) by the professional institutes i.e. the Royal Institute of the Architects of Ireland, Engineers Ireland, the Irish Planning Institute, and the Institute of Archaeologists of Ireland. The event proved to be very successful, with over sixty delegates attending both from the public and private sector.

Following feedback from the participants, in October 2016 a second CPD Module was organised by the IHAI in partnership with ICOMOS Ireland, titled *Ireland's Industrial Heritage: The Conservation Challenge*. The event focused on the challenges facing the heritage sector in the conservation of historic industrial sites, and the projects selected were of local, national and international significance. The individual presentations were followed by a structured discussion on the application of the *Dublin Principles* as a common standard for industrial heritage conservation. As with the first Module there was a very large uptake, with professional and administrative representatives from the relevant government departments, the local authority planning authorities, the statutory institutions, and the private sector.

## 5 Conclusions

I think the best way to conclude this paper is to give an example of how the initiatives taken by ICOMOS Ireland and the IHAI, are working with the government, local planning authorities and statutory bodies, are playing a role in the conservation of Ireland's industrial heritage.

Waterways Ireland are a statutory body with responsibility for Ireland's historic inland navigation systems. They have participated in both Industrial Heritage Modules organised by the IHAI and ICOMOS. They have now produced a Heritage Plan for 2016-2020 and, very significantly, they have referenced the guidance provided by the *Dublin Principles* in achieving their aims, objectives, and actions. The document contains over seventy actions, and the following are just a few: collate and archive waterways heritage information and develop a Heritage Inventory and Directory; identify gaps in research and develop an action plan to address these gaps; pilot a waterways oral history project; targeted traditional skills training for staff; education programme for staff on all aspects of waterways heritage including built, natural, archaeological and historic navigational infrastructure; information and training for staff, contractors, and community groups to include heritage legislation and best practice; and develop conservation programmes on selected heritage sites/hubs to be carried out according to principles of best practice and publish proceedings and results.