INT-HERIT

IMPLEMENTATION NETWORK OF HERITAGE STRATEGIES IN SMALL
AND MEDIUM- SIZED EUROPEAN CITIES

PEER REVIEW REPORT

Armagh Gaol

1. Peer Review Methodology

Within the frames of INT-HERIT project there will be organized Peer Reviews aiming to review the site visits performed during the transnational meetings. Outputs and conclusions will be derived to present in benchmarking format the Peer Reviews will help all partners to learn with each other. It will result in useful recommendations that will act as inputs for the project deliverables.

1.1. The Peer Review Process

Peer review is the evaluation of a task, a project, a policy by one or more people of similar competence to the producers of the task/project/policy (peers). It constitutes a form of self-regulation and self-assessment by qualified members of a profession within the relevant field. Peer review approaches are employed to maintain standards of quality, improve performance, and provide credibility.

The European Union has been using peer review in the 'Open Method of Co-ordination' of policies in the fields of active labour market policy since 1999. A peer review is a process where dedicated representatives exchange information and experiences on a specific topic for an effective policy or practice. The Peer Review process comprises a range of presentations and interactive working groups there are included visits to local sites where the policy can be seen in operation.

1.2. Peer Review Implementation

- Peer review will be organized after each site visit in all transnational meetings;

- An open innovation approach will be followed in the peer review process. That means peers as well as interviewers (host city) are put together in round tables to review the site:
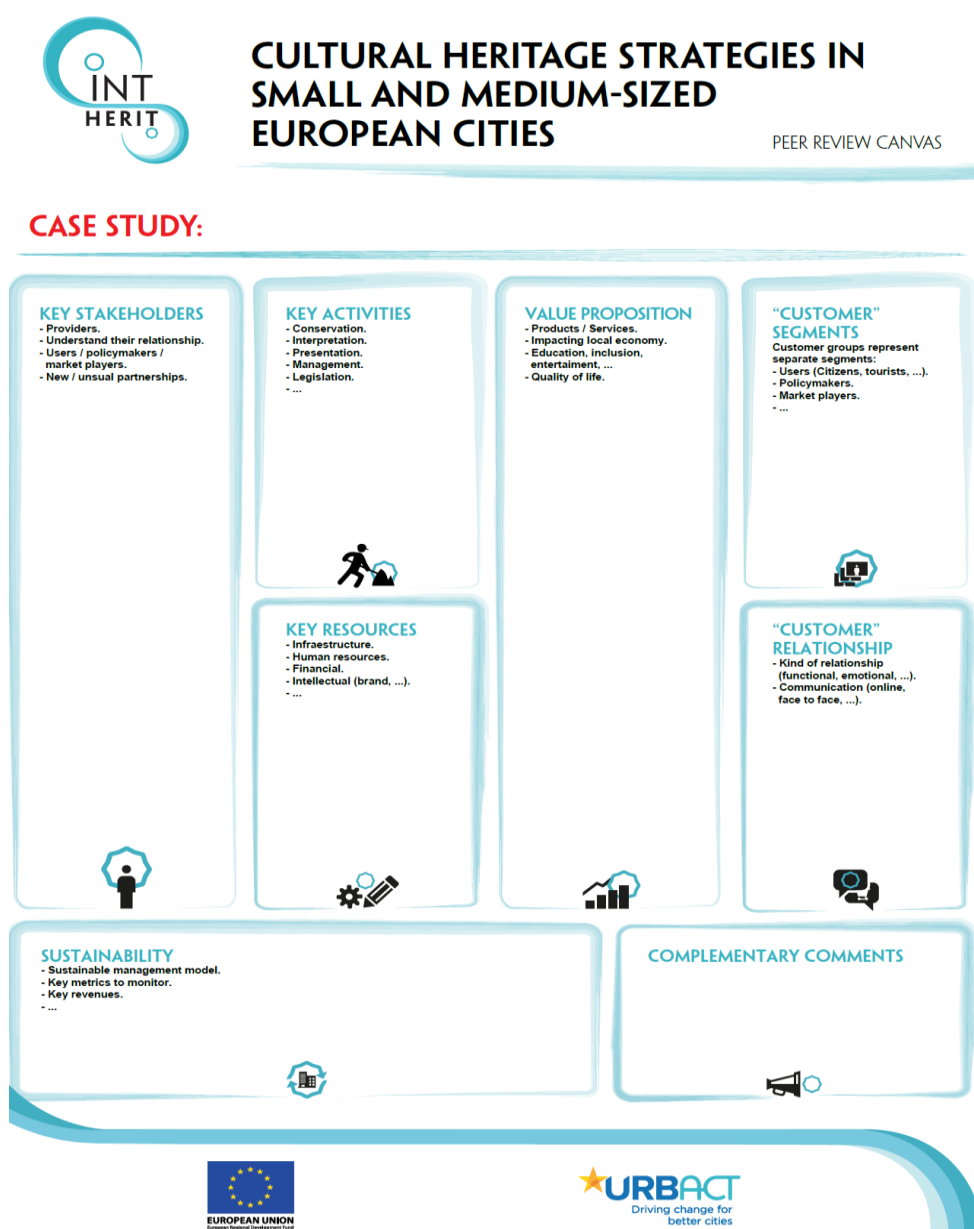
- 3 tables will be organized:

- o 3 city partners + host city representative + other (ex: local experts)

- o 3 city partners + host city representative + other (ex: local experts)

- o 2 city partners + host city representative + other (ex: local experts)

- A good preparation of the "host city representative" taking part in the review is essential to ensure an effective and fruitful peer review;

- The LG should be invited for the peer review

- The peer review process is implemented using a taylor made Canvas tool for INT-HERIT;

- The peer review comments that goes to the Canvas tool are based on the group discussion;

- Comments could be:

  - o Recommendations for improvements

  - o Observations

  - o Questions

  - o ….

- The peer review session should have a minimum duration of 1 hour and 15 minutes;

- In the end of the session, the host city representative makes a 5 minutes presentation about the work developed in each table;

- After the peer review, the Ad-hoc make a report compiling the outcomes of each round table.

1.3. INT-HERIT Peer Review CANVAS

INT-HERIT PEER REVIEW CANVAS is a simple, relevant, and intuitively understandable model that allows the cities to implement a peer review activity using a shared language. The eight basic building blocks cover the main areas of analysis: Key stakeholders, key activities, key resources, value proposition, "customer" segments and "customer" relationship, sustainability and complementary comments. INT-HERIT PEER REVIEW CANVAS like a blueprint for a strategy to be implemented through organizational structures, processes, and systems, forming the basis for a handy tool.

CULTURAL HERITAGE STRATEGIES IN SMALL AND MEDIUM-SIZED EUROPEAN CITIES

PEER REVIEW CANVAS

CASE STUDY:

KEY STAKEHOLDERS
- Providers.
- Understand their relationship.
- Users / policymakers / market players.
- New / unusual partnerships.

KEY ACTIVITIES
- Conservation.
- Interpretation.
- Presentation.
- Management.
- Legislation.
- ...

KEY RESOURCES
- Infraestructure.
- Human resources.
- Financial.
- Intellectual (brand, ...).
- ...

VALUE PROPOSITION
- Products / Services.
- Impacting local economy.
- Education, inclusion, entertainment, ...
- Quality of life.

"CUSTOMER" SEGMENTS
Customer groups represent separate segments:
- Users (Citizens, tourists, ...).
- Policymakers.
- Market players.
- ...

"CUSTOMER" RELATIONSHIP
- Kind of relationship (functional, emotional, ...).
- Communication (online, face to face, ...).

SUSTAINABILITY
- Sustainable management model.
- Key metrics to monitor.
- Key revenues.
- ...

COMPLEMENTARY COMMENTS

EUROPEAN UNION
European Regional Development Fund

URBACT
Driving change for better cities

2. The Site – Armagh Gaol

Partner	Armagh Gaol
Armagh City Banbridge & Craigavon	The Gaol was largely designed by two of Ireland's most renowned architects, Francis Cooley and William Murray. The construction of the prison began in the 1780's and was the primary women's prison in Northern Ireland until its closure in 1986. Redevelopment of the site as a mixed-use development will bring economic benefits to Armagh and wider Borough – employment, training and increased visitor numbers and spend. Armagh Gaol is a project of great importance to the City's growth and regeneration. The project is a destination attraction for Armagh, regionally in North Ireland and beyond. Redevelopment of the site will bring quantifiable economic benefits to the city.

3. Working Groups

The network members were organized in 3 groups, each group with a specific topic to be discussed, namely:

- Hotel Infrastructures and Services

- Public Private Partnerships

- Hotel culture heritage

In each group a moderator from Armagh and members of the Local Group joined the groups and actively participated in the peer review session.

The INT-HERIT partners choose the group to join accordingly to their professional background and themes of interest. All of them shared the spirit of contributing for the discussing with the aim to provide valuable information for the city of Armagh.

4. Peer Review Session

To kick off the peer review session, the Armagh local group present to the INT-HERIT partnerships the background and present context of Armagh Goal.

Background

There is an opportunity to develop a full service 4 star plus hotel as part of the conversion of Armagh Gaol. The development would include 71 guest bedrooms offering bar, restaurant, function room, meeting facilities, spa and leisure facilities and apartments which may be utilised for residential, holiday lets/Air B&B type opportunities. Rigorous market testing would indicate that the market would be receptive to this type of development.

Context

There are currently only 206 hotel rooms available across the Armagh City, Banbridge and Craigavon area, all operating at 2 or 3-star level. At an Armagh level, there are less than 100 hotel rooms. Further to a competitive process, a private developer has been selected to undertake the development of the project and a cocktail of funding has been identified although this is still short of the total funding package required. The preferred developer has a track record in developing former prison sites, having completed the project in Oxford prison.

The project is at this stage and based on this information and on the presentation made by Mr. Jonathan Hayes, Head of Estates and Asset Management, the peer review session started.

Hotel Infrastructures and Services

Key Stakeholders

- Organizations working on human rights with a focus in women, prisoners and rights
- Events organizations
- Tourism sector
- Art company's performance
- Citizens
- City council
- Prince´s regeneration trust
- Lottery fund
- Orborne group
- Young architects
- NGOS related to heritage
- Heritage society
- Higher government levels

Key Activities

- Summer or winter school of architecture
- Tourist information centre
- Hotel + conference centre + restaurant + other functions for residents
- Women and mum's business – ideas development project
- Public space – green corridor – tell the story and connect with the mall
- Not possible to split the whole concept
- Spotting the big project into small flagship temporary project
- Mobility plan
- Know the needs of citizens (job, shopping, theatre) and review functions
- General incremental planning of functions, building recovery and activities

Key Resources

- Some public funds are available for the site renovation
- The project needs a dedicated team and project manager
- Skills, competences of the public team in the project

Value Proposition

- Adventure, escape events in the site (without great renovation)
- Peace centre for discussions on site - + women activities
- Games and experiences – performance, movies, adventures
- Hot topics – women, architecture
- Apartments should be outside the walls
- Very high design quality is required – international competition needed
- Open the walls if possible
- The building should be a tourist attraction – within a tourism strategy – architecture and experience
- No new prison instead of old prison
- A part of the site should remain open for visitors (museum + guided tours)
- The design of the hotel should keep the value

"Customer" Segments

- Event organizers
- Tourists and citizens

"Customer" Relationship

- Emotional relation with the city based on "proud"
-

Sustainability

Complementary Comments

- Enabling development – what about the quality of apartments?
- Avoid too much buildings density
- Good practice in Latvia – prison hotel by the sea for adventure holidays

Public Private Partnerships

Key Stakeholders

- Revise the terms of the contract
- New call for proposals
- Orborne group
- Time investment planning
- Identify a real estate person from Armagh t participate in the negotiation

Key Activities

- Negotiate the numbers of years that the private can use the site
- Define public investment KPIs (employment, quality of life, city attractiveness,…)
- Define a key person or team with a mandate for negotiation with the privates
- New negotiation basis
- Update the 2008 project
- Have a talk with the colleagues in oxford to understand the process of their prison hotel
-

Key Resources

Value Proposition

- Residential – outside and not inside – promoting the area
- Jail and surroundings
- Private should be aligned with place identity
- Build a business model from public authority
- Public investment brings value to the site

"Customer" Segments

- Build a plan B in case negotiation with Osborne doesn't work
- Big real estate companies

"Customer" Relationship

- Set-up a communication plan with the private investor

Sustainability

Complementary Comments

- To maintain the identity of the place need to develop a social use together with the private use to justify such the public investment
- Today public side as a weak negotiation position – build a strategy

Hotel Culture Heritage

Key Stakeholders

- Creative cultural organizations
- Companies can be involved in the activities of the cultural centre besides the hotel to communicate the identity of the place in relation with other buildings

Key Activities

- Using the building to change the city. The building as a starting point
- Vertical and horizontal signposting all over the city
- Traffic - improve mobility
- Develop public spaces with new pathways, pedestrian streets, …
- Celebrate and promote the work of all these architects involved. Link all their buildings. Start from Goal. Exhibition at Goal.
- Create links between jail and all the heritage of the city

Key Resources

- Need to link prison to Georgian times, by Crime & Punishment as well celebrate the architecture and festivals
- Linking – Gaol with museums, churches, mall, all the architecture of Armagh

Value Proposition

- Open to all the public
- Enjoyable experience for visitors staying at the hotel. So, don't build new housing inside GAOL
- Link the identity and brand of the new hotel with womens role in contemporary society
- Organize events, exhibitions, contest in other places or buildings in Armagh in connection to the hotel guests
- Identity – beyond the conservation of the identity of the building – interpretation site inside the building regarding life in the prison but respecting private life's
- Compatible uses – access for visitors
- Prison experience is key – heritage centre vital connection to history and respect to the people. Tell the stories of everyone – prisoners – guards – gardeners,…
- Tour of all the buildings that were designed by the two architects
- Exhibition with residents, co-working, fab-labs, shops… activities that can be linked to other places in the city
- Mobility – measures to encourage people to explore on foot
- Mix activities to allow all people to access the place

"Customer" Segments

"Customer" Relationship

- Keep clear the connection of the building with the city
- Story of prison and architecture
- Story of prisoners
- Story telling about prisoners, prison souvenirs, people who worked there
-
-

Sustainability

Complementary Comments

5. Main Findings

The Main Findings intends to highlight the strong ideas developed during the peer review activity and should be used as a working document for the city local group. The outcomes of the 3 working groups are presented below accordingly to the 5 project dimensions, namely:

Culture4Development:

MF1: Vision and communication: *"Tell the story"; "Celebrate and promote the work of the architects"; "The building should be a touristic attraction, within tourism strategy"* - The expressed vision for Armagh is **"to be a market leading cultural tourism destination in Ireland by 2022"**. However, for Armagh City to be a hook destination needs to plan communication to the local community and abroad. The hotel, or other use for the building, would need to tell the story of the prison, establishing the important link with the history of the building as a predominantly Women's prison. A communication plan, based on the story of the building needs to be developed and disseminated.

MF2: Integration - Cultural heritage at the core of Armagh transformation: *"Create links between jail and all the heritage of the city"; "Develop public places with new pathways, pedestrian streets"; "Apartments should be outside the walls"* - Over development was mentioned during the discussion. The overall feeling is that the enabling development should take place elsewhere and these areas next to the historic boundary walls should be landscaped and left to be enjoyed by the people staying at the hotel or by general tourists. There is a need to integrate the prison with other city cultural heritage assets, as well, with other plans and related services, such as: traffic, parking, social and private housing...An integrated approach is needed fo the Int-Herit Implementation Plan.

MF3: Public vs Privates for investment: "Build a plan B in case negotiation with Osborne Group doesn´t work"; "Set-up a business model"; "Private should be aligned with place identity" – The redevelopment of the site by the private actor involved, the Osborne Group, proposed a mixed use development that could bring economic benefits to Armagh – employment, training and increased visitor numbers and spend. The business agreement with the developer needs to be

updated since it was made in 2008. For that is vital that Armagh city establish a dedicated team with multidisciplinary skills and specially trained in cultural heritage negotiation. This team should have experience in PPPs negotiation.

MF4: Time is a key element: Delays in the renovation of the site increases maintenance costs to avoid the abandoned buildings to fall. Also, can lead to the loss of centrality of the topic and the exhaustion of the actors who are interested in providing solutions. It is necessary to bring to the scene a crash plan that includes, a readjustment of the viable solutions in which alternative plans and flexible and phased measures can be considered. A proposal of actions in successive and interdependent phases sponsored under public leadership but where local actors - entrepreneurs and community - are committed parties in this re-launching of the old plans.

Culture4Engagement:

MF5 – Open Gaol to the city and to the citizens: *"Summer or winter school of architecture";* *"Adventure escape events"; "Open to all the public"* - Such a complex project needs a wider engagement of local stakeholders. The LG is a good basis but is necessary to bring the community to the discussion and make them feel that they will have a role in the transformation in progress. There should be a plan to minimize the difficulties of ensuring a public, social and private partnership structure that shares common objectives, in equal conditions when carrying out negotiations and subsequent agreements It's important to make it clear the connection of the building with the city.

MF6 – Engage the unusual suspects: *"Organizations working on human rights with a focus in women, prisoners and rights"; "Creative cultural organizations"; "young architects"; "Art's company´s performance"* – The Armagh local group is strong and with a wide representation of different stakeholders. Nevertheless, there are some unusual suspects that should be involved to increase multidisciplinary and diversity in the project.

Culture4Value:

<u>MF7 – Benchmark successful cases:</u> *"Oxford prison (http://www.oxfordprison.co.uk/)"; "Good practice in Latvia – prison hotel by the sea for adventure holidays"* - The project of renovation and redevelopment of Armagh prison is not unique in a context where it is frequent the closing of prisons that automatically demand their conservation and reuse. Many of them share common challenges linked to the heritage of buildings, their large dimensions and high investment costs, the need to involve interests and mixed uses or the general connection with the urban ecosystem and other cultural and social resources of the city. Organize a road show to get more information about these sites. Some useful links:

http://www.sentencingproject.org/publications/repurposing-new-beginnings-closed-prisons/; http://www.telegraph.co.uk/travel/galleries/best-prison-hotels-in-the-world/

<u>MF8 Ideas for new uses:</u> *"Pop-up events"; "Organize events, exhibitions, contests in other places or buildings in Armagh"; Exhibition with residents, co-working, fab-labs"* - Gaol could have a mixture of uses e.g. young entrepreneurial businesses; open for tourists and guided tours; place for reconciliation and women's rights; movie location.

Culture4Measures:

<u>MF10 Sustainability</u>: *"Define public investment KPIs (employment, quality of life, city attractiveness, …)"; "To maintain the identity of the place"; "To build a reliable business case for the public investment"* – The public interest seems to be in conflict with the private investment. The business model should consider, sustainability and equity in the sharing of efforts and benefits in one or other proposals, the degree of commitment to the preservation of the real estate, or the presence of a clear and known plan on the economic management, the public and social use that awaits the site.

Culture4Policies:

MF11: Legal framework: *"Jail and surroundings"; "Housing"* - The proposals contain some residential development aimed specifically at ensuring appropriate and necessary cash flow for the development. The model for the development would be for the operating structure to deliver a franchise agreement with an internationally renowned hotel brand and managed by a third party management company. The legal framework should be in compliance with the business model that is under discussion with the private investor.

MF12: Public investment: *"Public investment brings value to the site"*- a reliable analysis should be made of the return on investment (RoI) for the public investment in terms of Key Performance Indicators (KPIs) to be measured.