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**CITIZEN PARTICIPATION FOR HERITAGE INTERVENTION. AN
EXPERIENCE IN LUCENA (CORDOBA)**

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ABSTRACT

This paper presents a participatory experience implemented in the medium-sized city of Lucena (Cordoba) to develop a proposal for intervention on fifteen public heritage buildings. The work was based on identifying the network of key actors, including technical and political managers of municipal areas, the Municipal Corporation and society, through representatives of citizens' groups and associations. It should be noted that mobility and meeting restrictions due to the pandemic caused by the SARS-CoV-2 coronavirus should be added to the usual difficulties in these processes. Consequently, a dual participatory process has been defined, consisting of interviews with representatives of the different political parties of the Municipal Corporation and a digital survey disseminated among social agents and public servants.

The survey has been designed with a common structure of questions for both groups. In addition to statistical information, questions have focused on the cases studies and the collective needs. The internal view, represented by the municipal employees, has been completed with specific questions on the conditions of the workplaces and the functional and logistical needs derived from their job. Individual, collective value and cultural relevance deserve separate mention. The definition of a particular programme of uses and, mainly if it implies changing the existing ones, must necessarily consider the value. At the same time, its relevance on a cultural level makes it possible to detect a general recognition as part of the heritage and identity legacy of the municipality. The importance attached to a building can be a determining factor in accepting substantial changes to it.

The survey made it possible to identify response patterns, based on which the research has defined a list of potential uses and the necessary interventions for rehabilitating each of these buildings. In short, the communication aims to demonstrate the usefulness of this type of participatory methodologies also in cultural heritage rehabilitation processes.

KEYWORDS: Architectural Rehabilitation; Enhancement; Heritage and Citizenship; Participatory Processes; Social Recognition.

1. INTRODUCTION

Lucena is a medium-sized town located in the centre of Andalusia (Spain). For decades, it has been one of the large Andalusian agro-cities, although, in the second half of the 20th century, its economic engine has become the industrial sector [1], mainly the manufacture of wooden furniture and in recent years in the refrigeration sector [2]. Undoubtedly, the city's industrial development has led to a significant increase in the population [3].

As recognised by the Spatial Plan of Andalusia [4], as a medium-sized city of the first level, Lucena articulates the territory and functions as a centre of reference for the nearby municipalities. It occupies a strategic position within the functional organisation of its region, being far from the synergies of the leading regional centres [5]. The city also operates as a server centre of services for this municipality and the closest ones. The fact of having a central position in the region and being located near the main communication routes that link Andalusia reinforces its position as a secondary centre in the centre of Andalusia, which in turn is motivated by the close relationship with regional infrastructure networks and the presence of delegations of the regional administration.

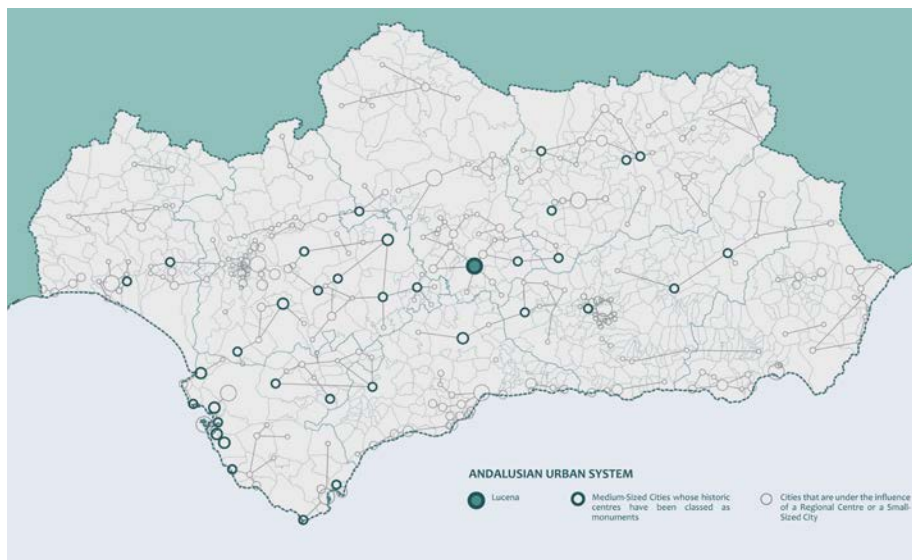


Figure 1: Situation of Lucena within the Andalusian Territorial Structure.
Source: Spatial Plan of Andalusia (compiled by authors).

It is also the centre of social, economical and functional interaction in its region, which has conditioned, on the other hand, its sustainability at the urban level, making it one of the most peculiar case studies among Andalusian inner medium-sized cities [6]. Since the European guidelines, it is worth remembering that medium-sized cities have been considered as the urban category with the best qualities for urban-territorial sustainability, taking centre stage in territorial planning and development strategies in framework policies [7]. The current interest places in sustainability the defence of a polycentric territorial model. Each centre can generate growth and development in their immediate surroundings and of balancing the territory against the regional centres [8].

In this sense, in recent years, they have been attracting particular interest due to their quality of life, as they lack many of the environmental problems of large cities and the scale of the city itself, which makes them more humane and accessible [9]. On the other hand, medium-sized cities favour a more rational use of resources, guaranteeing access to specialised goods and services in conditions similar to those found in large urban areas [10]. Therefore, medium-sized cities are key to achieving a more sustainable territorial model, as they contribute functionally to the structuring and cohesion of the territory of any region [11].

In this respect, the city has been making a significant effort in strategic planning, a necessary basis for accessing the primary sources of European funding. The most recent is the Second Strategic Plan of Lucena, which incorporates a series of projects and actions for the city's sustainable development [12]. For example, it has been the fundamental basis for implementing a Sustainable Urban Development Strategy, financed with Community Funds through a public call of the Ministry of Finance and Public Function [13].

In this context, the work that gave rise to this communication aimed to identify the potential use of fourteen municipal buildings owned by the Lucena City Council in the framework of the city's sustainable development strategy. Most of these buildings have significant heritage values firmly rooted in the collective identity, and the proposed uses must be coherent with their preservation and enhancement. However, just one of them has been classed as monument. Other three have been included in the protection catalogue of the General Urban Plan of Lucena (2001). They have been classified with the highest level of protection (A-Integral). Finally, another building is located in the buffer zone of a classified cultural asset. As a result, 7 of the properties lack any level of heritage protection (table 1).

Table 1: Main characteristics of the case studies. Source: Spanish Cadastre, Digital Guide to Cultural Heritage of Andalusia, Municipality of Lucena and Field Research (compiled by the authors).

	Neighbourhood	Historical use	Current use	Surface (m ²)	Plot (m ²)	Date	Heritage Listed	State of Conservation
01	El Carmen - La Barrera	storage	not used	811	308	1750	Integral (A)	suitable
02	El Carmen - La Barrera	residential	not used	533	317	XVII	Integral (A)	deficient (abandoned)
03	Haya del Molino	industrial	not used	1265	1984	1885	Integral (A)	deficient (abandoned)
04	Centre - San Francisco	industrial	administrative	631	968	1891	Integral (A)	good (recent rehab)
05	Centre - San Francisco	residential	cultural administrative	-	1261	1730-1760	Monument Integral (A)	good (recent rehab)
06	Industrial area	industrial	cultural ocio	979	9097	1891	none	good (recent rehab)
07	Centre - San Francisco	conventual	administrative aparcam.	599	1.186	XVIII	Integral (A)	improvable
08	Judería - Las Tinajerías	educational	educational	507	3.175	1999	none	improvable
09	Centre - San Francisco	residential	administrative	279	459	2000	Buffer zone	suitable
10	El Valle	commercial	administrative	1.096	1.207	1999	none	improvable
11	El Valle	commercial	administrative	321	874	2004	none	improvable
12	Los Santos	educational residential	educational administrative	39.757	87.797	1984	none	improvable
13	Industrial area	administrative	not used	2.435	8.859	2011	none	deficient (abandoned)
14	Centre - San Francisco	commercial	not used	184 m2	2639	1981	none	deficient (abandoned)

01 - La Tercia | 02 - Edificio Golem | 03 - Bodega Víbora | 04 - Casa de los Mora | 05 - Palace of the Counts of Santa Ana | 06-Train station complex | 07 - Building in Canalejas street | 08 - Music and Dance school | 09 - Post Office | 10 - Property in Jaen street | 11 - Property in Seville street | 12 - Los Santos | 13 - Renewable Energy Center | 14 - Erisana Palace Annex.

2. METHODOLOGICAL DESIGN

Within the methodology followed in the project [14], this paper focuses on the participatory process, which has been key to identifying the potential use of the buildings under study considering the collective urban needs. The research has defined a dual participatory process that has consisted, on the one hand, of interviews with representatives of the different political parties of the Municipal Corporation. On the other hand, a digital survey has been disseminated among social agents and public servants between 15 March and 4 April 2021. The survey was distributed via email, taking as a reference the implementation of the Second Strategic Plan, the Neighbourhood Plan, and the participatory process of the last municipal budgets.

The survey design is based on a common structure of questions. In addition to statistical information, it includes questions about the list of study buildings and collective needs (a, b, and c). The internal view, represented by the municipal employees, has been completed with specific questions on the workplace conditions and the functional and logistical urban needs (d and e). The description and justification of the issues addressed in the questionnaire are included below:

- a) New urban functions for Lucena. Firstly, the aim was to identify collective needs, translated into specific uses, before the use definition for the buildings under study. Next, participants were asked to assign one or more of these proposed uses to the set of buildings in the sample in an open-ended manner. The questions were not directed towards specific uses, a priori compatible with the building characteristics, so as not to condition the participants to identify proposals that were already consolidated and therefore supported by a large majority of them.
- b) Individual, collective, and cultural value. The value attached to a given building is a determining factor for accepting substantial changes to it, this importance is inextricably linked to the urban-functional position within the structure of the municipality's facilities. Besides, its cultural relevance allowed us to detect a general recognition as part of the heritage and identity legacy of the municipality. In this sense, the uses to be in these buildings must be established following the relevance given collectively for the conservation of the heritage values that underlie them.
- c) Frequency of use and means of transport. The frequency with which a building is visited is a complementary indicator of the knowledge of the building. On the other hand, this parameter reflects its degree of functionality. The proposal will also be conditioned by the means of transport preferably employed by its users, which is influenced by the location of the building to be reached. and the availability of parking. Authorities should necessarily promote sustainable alternative means of transport that reduce the environmental impact of urban mobility while at the same time freeing up public space for citizens.
- d) Evaluation of municipal facilities. Firstly, the degree of comfort is analysed, considering the availability of space, the degree of functionality, the level of lighting, acoustic and thermal insulation, the state of conservation, accessibility, and safety conditions. The rest of the indicators allow the building to be contextualised in its surroundings, analysing the conditions of access for citizens, its location and position in the city, whether it has parking facilities or is close to other public buildings. The aim is to identify opportunities to propose a change of location for certain municipal buildings. It should be noted that these questions have been inexorably conditioned by low or even null participation of representatives of specific municipal departments. We have been therefore focused on those with a significant number of responses (3 or more).
- e) Proximity to other municipal areas. More rational and efficient use of municipal facilities involves identifying those areas that should be geographically close or even located in the same building. Here, the local administration's functional relationships and the requirements established at a user level should be identified. Finally, the survey asked for the suitability of relocating the municipal facility to the set of buildings in the sample.

3. RESULTS

A total of 71 people took part in the digital survey, of which 39 represent citizens' groups and associations and 32 are technicians and politicians associated with the different municipal areas. The percentage of men (53%) is higher than that of women (44%), adding those who preferred not to state their gender (3%). 66% have a university education, 21% have vocational training, and 13% have primary or secondary education. 73% and 56% work and live in the city centre respectively.

3.1. About the new urban functions for Lucena

All proposals have some support among respondents, with scores ranging from 2.70 to 4.17 out of a maximum of 5 points. It should be acknowledged that the proposals are based on actions defined in the city's Second Strategic Plan, as well as on municipal initiatives with a certain degree of experience, which suggests that they were well known. Of all the proposals, the participants highlighted the need to build another parking to increase the current capacity. A large majority also support the promotion of a hotel complex, a gastronomic market, a tourist centre at the train station or a museum. Although there are different strategies, they can be included in the desire to boost the municipality's tourist activity for more remarkable economic development. An objective to which the Business Promotion Centre could also contribute. The need for public housing also stands out among the proposals with the highest scores. On the other hand, we find proposals such as the Sacred Art Business Museum Centre, the Urban Governance Laboratory, or municipal offices' extension.

Table 2: Suitability assessment of urban functions (maximum 5,0 points).
Source: Survey (compiled by the authors).

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
3,2	3,4	3,1	3,3	4,2	3,4	3,4	2,8	3,7	3,7	3,9	2,9	3,3	3,4	3,2	2,8	3,4	3,9	3,7	3,0	3,6	3,0

A - Municipal Library Extension | B - Music and Dance School Extension | C - Historical Archive Extension | D - Bicycle Parking | E-Car Park | F-Intergenerational Training Chair | G- Centre for Historic and Heritage Research | H - Sacred Art Museum Business Centre | I - Greenway Tourist Centre | J - Clusterhub: Centre for Business Promotion | K - Hotel Complex | L - Municipal Services Units | M - Cultural District Facilities | N - Urban Gardens | O – INCUBIS: Social Innovation Incubator | P - Urban Governance Laboratory | Q - LUHAUS: School of Design and Art | R - Gastronomic Market | S - Municipal Historical Museum | T - New Local Police Headquarters | U - Public Housing | V - None of the above

In the analysis of possible uses individualised by building, two proposals were identified with a large percentage of support. On the one hand, the construction of parking on the Bodegas de Los Vibora and the location of the Tourist Centre in the station complex. The rest of the cases can be broadly grouped into three trends. On the one hand, the buildings of greater cultural relevance are related to cultural or educational uses, while the post office and the properties at Seville and Jaen streets are related to municipal buildings. Finally, those located in mainly industrial areas are associated with the Business Initiatives Centre.

3.2. About the individual, collective and cultural value assessment

Individual and collective values are similar in most cases, but the cultural relevance is different, higher in some cases and lower in others. However, it is possible to glimpse a particular relationship between the three dimensions. In those buildings characterised by a high individual and collective value, the cultural relevance assigned is greater. It is the case of the Casa de Los Mora or the Palace of the Counts of Santa Ana. On the contrary, the cultural dimension is rated significantly lower for those with a lower individual and collective value. This fact coincides with the buildings previously associated with municipal uses, i.e., the post office or the Seville and Jaen streets properties.

Table 3: Individual, collective and cultural value assessment (maximum 5,0 points).
Source: Survey (compiled by the authors).

	01	02	03	04	05	06	07	08	09	10	11	12	13	14
Individual value	3,2	3,3	3,3	4,7	4,7	4,0	3,1	3,2	3,0	2,4	2,3	2,9	2,9	3,1
Collective value	3,2	3,3	3,3	4,6	4,6	4,1	3,0	3,7	3,0	2,4	2,3	3,0	3,1	3,3
Cultural value	3,7	3,5	3,3	4,6	4,7	3,5	2,2	3,4	2,1	1,7	1,6	2,1	2,0	3,1

01 - La Tercia | 02 - Edificio Golem | 03 - Bodega Víbora | 04 - Casa de los Mora | 05 - Palace of the Counts of Santa Ana | 06-Train station complex | 07 - Building in Canalejas street | 08 - Music and Dance school | 09 - Post Office | 10 - Property in Jaen street | 11 - Property in Seville street | 12 - Los Santos | 13 - Renewable Energy Center | 14 - Erisana Palace Annex.

3.3. About the frequency of use and the means of transport

The number of visits to these buildings in the last five years ranges from 0.75 (property of Seville Street) to 18 (Casa de Los Mora). It can thus be seen that the two best-rated buildings are also those with the highest frequency of use and vice versa. This fact makes it possible to relativise the previous assessment, confirming the initial hypothesis. However, an additional variable can be introduced: many of the buildings are closed, such as the Renewable Energy Centre, or they need to be rehabilitated, as the Tercia or the Vibora Winery.

Table 4: visits in the last five years and means of transports preferably used.
Source: Survey (compiled by the authors).

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Visits (n°)	1,8	5,6	1,3	18,1	17,4	10,6	5,7	5,8	6,5	3,1	0,8	5,1	0,9	7,8
Walking (%)	86,2	95,5	90,6	97,1	97,2	36,1	98,5	98,6	98,6	70,0	66,2	9,9	13,2	92,9
Private car (%)	6,2	3,0	7,5	1,4	1,4	44,4	0,0	0,0	0,0	22,9	26,5	74,6	72,1	5,7
Others (%)	7,7	1,5	1,9	1,4	1,4	19,4	1,5	1,4	1,4	7,1	7,4	15,5	14,7	1,4

01 - La Tercia | 02 - Edificio Golem | 03 - Bodega Víbora | 04 - Casa de los Mora | 05 - Palace of the Counts of Santa Ana | 06-Train station complex | 07 - Building in Canalejas street | 08 - Music and Dance school | 09 - Post Office | 10 - Property in Jaen street | 11 - Property in Seville street | 12 - Los Santos | 13 - Renewable Energy Center | 14 - Erisana Palace Annex.

Most participants in the survey opt for walking, which a priori guarantees a more sustainable urban model with a lower environmental impact. This percentage is significantly higher among City Council staff than among social agents and users of municipal facilities, respectively. In this respect, their location and the availability of parking are determining factors. It is also influenced by the percentage of participants who work and/or live in the city centre, 73% and 56% respectively. In the case of both study buildings and municipal buildings, the percentage of respondents who have opted for public transport is practically nil.

3.4. About the evaluation of municipal facilities

Starting with the City Council, the evaluation would be lower for indicators of internal analysis, such as the degree of comfort, considering the availability of space, the degree of functionality, the level of lighting, acoustic and thermal insulation, the state of conservation, the conditions of accessibility and security and access for citizens. On the other hand, the indicators would be higher for those that contextualise the building in its surroundings, analysed its location and position in the city, whether it has parking for vehicles and/or bicycles and whether it is close to other public buildings. This order of values would be reversed for the Casa de Los Mora, with the maximum score for many internal analysis parameters and the minimum for the external ones. Other buildings, such as the Palace of the Counts of Santa Ana, obtain relatively low values for both groups, with a relatively high number of respondents. Finally, the School of Music and Dance employees consider the degree of conservation and maintenance, the conditions of accessibility, security and access, and the location and proximity to other buildings to be high, with the rest of the parameters at minimum values.

Table 5: Evaluation of municipal facilities (maximum 5,0 points).
Source: Survey (compiled by the authors).

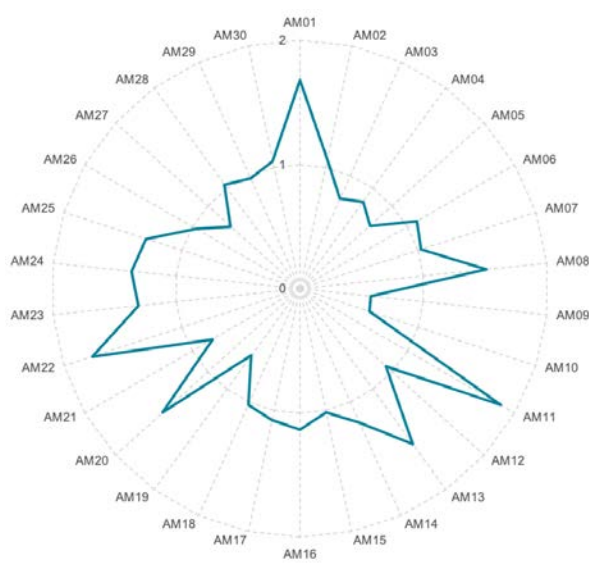
	I1	I2	I3	I4	I5	I6	I7	I8	I9	I10	I11	I12
EM01	1,38	1,75	2,13	0,63	1,63	2,63	2,00	2,88	4,13	3,75	3,63	3,75
EM02	4,33	4,33	5,00	4,67	5,00	5,00	5,00	4,67	5,00	1,67	2,00	4,33
EM03	2,00	2,50	1,14	2,14	2,00	2,86	2,29	2,00	2,71	0,86	0,00	2,86
EM04	2,50	3,50	3,00	1,50	1,00	1,50	1,00	3,00	5,00	1,50	1,50	5,00
EM05	2,00	3,00	3,00	3,00	4,00	4,00	2,00	3,00	5,00	5,00	5,00	5,00
EM06	2,00	1,50	2,00	3,00	1,50	1,50	1,50	2,00	3,50	1,50	1,50	3,50
EM07	0,69	1,88	1,06	0,31	2,31	2,31	3,00	2,44	4,56	2,38	3,81	4,38
EM08	2,00	3,00	3,00	3,00	3,00	5,00	4,00	5,00	5,00	5,00	0,00	5,00
EM09	3,00	3,00	5,00	3,00	1,00	4,00	4,00	4,00	0,00	1,00	3,00	0,00
EM10	1,25	2,50	1,25	0,25	3,50	3,75	4,00	3,75	3,75	1,00	0,25	4,75
EM11	5,00	5,00	5,00	5,00	5,00	5,00	5,00	5,00	5,00	5,00	5,00	5,00

M01 - Town Hall | EM02 - Casa de Los Mora | EM03 - Palace of the Counts of Santa Ana | EM04 – Building in Pedro Angulo street | EM04 - Public Market | EM05 – Building in Canalejas street | EM06 - Youth Centre | EM07 - Municipal Training Centre | EM13 - Social Services Centre | EM08 – Music and Dance School | EM09 - Erisana Palace.

I1 - Working space | I2 - Functionality | I3 - Lighting | I4 - Thermal and acoustic insulation | I5 - Conservation and maintenance | I6 - Accessibility | I7 - Safety | I8 - Access for citizens | I9 - Location and site | I10 – Car Parking | I11 - Bicycle Parking | I12 - Proximity to other public buildings.

3.5. About the proximity to other municipal areas

The majority of employees did not point out the need for the municipal area to which they belong to be located close to the Mayor's Office. The exceptions are the Culture Department and the Finance, Taxes and Cadastre Department. The latter is also located in the Town Hall. Similarly, workers linked to the Mayor's Office do not advocate being close to the rest of the areas. The same conclusion was reached for the Delegation of Tourism and Local Promotion, the area with the highest number of participants. For its part, the Education Area, also with a significant number of responses, would require being geographically linked to the Culture and Youth delegations. It is important to recognise that many of the areas are necessarily linked as they fall under the responsibility of the same department.



AM01 - Mayor's Office | AM02 - Agriculture, Roads, Rural Development and Animal Health | AM03- Water supply | AM04 - Cemeteries | AM05 - Consumption | AM06- Culture | AM07 - Sports | AM08- Education | AM09 - Land and Housing | AM10 - Parkings | AM11 - EDUSI and Neighbourhood Plan | AM12 - Customs, Traditions and Festivities | AM13 - Training for Employment, Business Promotion and Development | AM14- Treasury, Taxes and Cadastre | AM15 - Equality and Diversity | AM16 - Infrastructures, Works, Accessibility and Operational Services | AM17 - Youth | AM18- Environment and Sustainability | AM19 - Markets | AM20 - Citizen Participation | AM21 - Historic and Artistic Heritage | AM22 - Strategic Planning, International Projects and Sustainable Development | AM23 - Presidency | AM24 - Human Resources | AM25 - Internal Regime and Local Governance | AM26 - Security, Mobility and Civil Protection | AM27 - Social Services, Health and Cooperation | AM28 - Transparency and Technological Transformation | AM29 - Tourism and Local Promotion | AM30 - Urban and Territorial Planning.

Figure 2: Required proximity between municipal areas: Source: Survey (compiled by the authors).

Likewise, a direct relationship has been identified between the valuation, particularly in the cultural dimension, the location within the city and the level of demand as the headquarters of a more significant number of municipal offices. The Casa de Los Mora is the preferred option among the City Council staff to relocate its facilities. It is followed by the Palace of the Counts of Santa Ana, the Station or the building annexed to the Erisana Palace. Therefore, those buildings which are less highly valued, such as the post office, those located far from the city centre and the rest of the municipal buildings, such as the Renewable Energy Centre or the Los Santos Complex, have a lower interest.

4. CONCLUSIONS

As we previously have pointed out, the principal objective of this work has been to identify the potential use of a group of buildings in the city of Lucena, according to the guidelines of the Lucena Strategic Plan, through a citizen participation methodology. This process has drawn the basis for defining the needs for new spaces and the potential relocation of municipal dependencies.

Based on the patterns and relationships described above, a series of factors have been identified that should be considered to define new uses for the city of Lucena. Firstly, the distance and position of the building concerning the historic centre inexorably condition its possibilities of use, among other reasons, taking into account mobility and possible synergies with other nearby buildings. One of the premises should be to promote sustainable urban mobility, and therefore, one should aim to reduce private transport journeys while encouraging the use of public transport, pedestrian routes, and other alternative means of transport.

Secondly, another of the keys is the identification of the physical and spatial characteristics of the buildings, their state of conservation and their functional suitability for current uses. In this sense, the surveys reveal different situations of limiting or encouraging particular activities. On the one hand, there are buildings whose use and functions have been consolidated through the years and, therefore, are socially accepted by citizens. On the other hand, there are buildings with inefficient use either because they are partially occupied, their use is not fully compatible with the building, or, unfortunately, they are locked and not used.

Finally, the interventions to be carried out should consider the heritage values of these buildings. Most of them are classified, although in many cases, their level of protection should be updated according to the current notion of heritage and updated criteria in the theoretical and legislative spheres. In this respect, the surveys have made it possible to evaluate the relevance given by citizens to each of the buildings, recognising identity vectors to the collective appropriation of heritage buildings. These features will be critical to preserving the historical and cultural legacy of the city and its transmission to future generations, which should also trigger the recognition and classification of the city centre as a Historic Site.

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