



The Sustainability of Urban Heritage Preservation

The Case of Edinburgh, UK

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Acronyms

CEC	The City of Edinburgh Council
EWHT	Edinburgh World Heritage Trust
EWHS	Edinburgh World Heritage Site
HS	Historic Scotland
ICOMOS	International Council on Monuments and Sites
SROI	Social Return Of Investment
WHS	World Heritage Site
VAT	Value Added Tax
UNESCO	United Nations Educational, Scientific, and Cultural Organization



Introduction

Vincenzo Zappino (hereinafter referred to as “the Consultant”) has been contracted by the Inter-American Development Bank (IDB) to carry out a study about the Edinburgh World Heritage Site (EWHS). This study is part of the project called “The Sustainability of Urban Heritage Preservation: Interventions to Support Economic and Residential Investments in Urban Heritage Areas of Latin America and the Caribbean (RG-T1578)” and has the aim to propose a case study to be compared with the studies of eight other World Heritage Sites (WHS) in Aleppo, Marrakesh, Oaxaca, Quito, Salvador de Bahia, Siracusa, Valparaiso, and Verona.

As stated in the terms of reference, the technical assistance provided by the Consultant was geared towards a detailed analysis of the EWHS and the working methodology has been based on a constant interaction with the Edinburgh World Heritage Trust (EWH), a trust funded by the City of Edinburgh Council and Historic Scotland (HS) and all other stakeholders of the EWHS. The analysis has been organized in five different schedules including: i) Preservation Level and Institutional Settings; ii) Economic Sustainability; iii) Social Sustainability; iv) Qualitative data; and v) Observational data.

This report summarizes the main outputs of the study and is composed by four main sections, which are as follows:

Section 1. Location and Value of the Edinburgh World Heritage Site: aims to allow the readers to know the location and composition of the WHS within the city of Edinburgh. In addition, it provides information about the value of the EWHS as defined by the World Heritage Committee at its 32nd session.

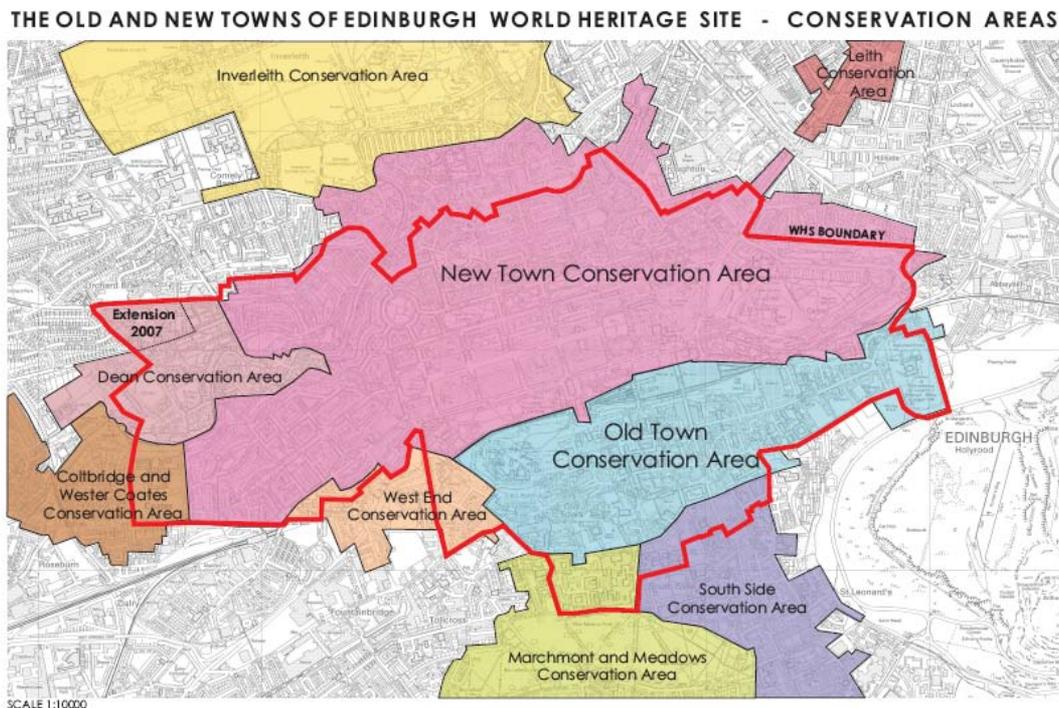
Section 2. Main Problems Affecting the Edinburgh World Heritage Site: Includes a short resume of the rehabilitation and revitalization process of the EWHS started by the government and other stakeholders in the 1970s. This section points out the main problems that are actually affecting a sustainable development of this site.

Section 3. Present Situation: An Overview: includes a short analysis of the EWHS to succinctly present the facts to be discussed. The topics have been selected by the Consultant to better clarify the problems identified in Section 3.

Section 4. Conclusions and Recommendations: includes the considerations of the Consultant including some recommendations about the activities that could be prioritized in the short term in order to strengthen the rehabilitation and revitalization model organized and implemented by local stakeholders during the years.

1. Location and Value of the EWHS

The city of Edinburgh is in the southeast of Scotland, United Kingdom. The heritage zone is composed by two distinct areas: the Old Town, dominated by a medieval fortress, and the neoclassical New Town, whose development from the eighteenth century onwards had a far-reaching influence on European urban planning.¹ The harmonious juxtaposition of these two contrasting historic areas, each with many important buildings, is what gives the city its unique character. The EWHS includes all of both the Old Town and the New Town, for a total size of around 4.5 square kilometers.



Source: Edinburgh WHS: Annual Monitoring Report 2006–07, Appendix III.

The World Heritage Committee adopted the following statement (32 COM 8B.100) at its 32nd session (Quebec City, Canada, July 2008):

The remarkable juxtaposition of two clearly articulated urban planning phenomena. The contrast between the organic medieval Old Town and the

¹ Although the original idea was that the New Town should be a purely residential suburb, it rapidly proved to be attractive to business and government, and it rapidly drew this element of the city away from the Old Town.

planned Georgian New Town provides a clarity of urban structure unrivalled in Europe. The juxtaposition of these two distinctive townscapes, each of exceptional historic and architectural interest, which are linked across the landscape divide, the “great area” of Sir Walter Scott’s Waverley Valley, by the urban viaduct, North Bridge, and by the Mound, creates the outstanding urban landscape.

The Old Town stretches along a high ridge from the Castle on its dramatically situated rock down to the Palace of Holyrood. Its form reflects the burgage plots of the Canongate, founded as an “abbatial burgh” dependent on the Abbey of Holyrood, and the national tradition of building tall on the narrow “tofts” or plots separated by lanes or “closes” which created some of the world’s tallest buildings of their age, the dramatic, robust, and distinctive tenement buildings. It contains many 16th and 17th century merchants’ and nobles’ houses such as the early 17th century restored mansion house of Gladstone’s Land which rises to six storeys, and important early public buildings such as the Canongate Tolbooth and St Giles Cathedral.

The Old Town is characterized by the survival of the little-altered medieval “fishbone” street pattern of narrow closes, wynds, and courts leading off the spine formed by the High Street, the broadest, longest street in the Old Town, with a sense of enclosed space derived from its width, the height of the buildings lining it, and the small scale of any breaks between them.

The New Town, constructed between 1767 and 1890 as a collection of seven new towns on the glacial plain to the north of the Old Town, is framed and articulated by an uncommonly high concentration of planned ensembles of ashlar-faced, world-class, neo-classical buildings, associated with renowned architects, including John and Robert Adam, Sir William Chambers, and William Playfair. Contained and integrated with the townscape are gardens, designed to take full advantage of the topography, while forming an extensive system of private and public open spaces. The New Town is integrated with large green spaces. It covers a very large area, is consistent to an unrivalled degree, and survives virtually intact.

Some of the finest public and commercial monuments of the Neo-classical revival in Europe survive in the city, reflecting its continuing status as the capital of Scotland since 1437, and a major center of thought and learning

in the 18th century Age of Enlightenment, with its close cultural and political links with mainland Europe.

The successive planned extensions from the first New Town, and the high quality of the architecture, set standards for Scotland and beyond, and exerted a major influence on the development of urban architecture and town planning throughout Europe.

The dramatic topography of the Old Town combined with the planned alignments of key buildings in both the Old and the New Town, results in spectacular views and panoramas and an iconic skyline.

The renewal and revival of the Old Town in the late nineteenth century and the adaptation of the distinctive Baronial style of building for use in an urban environment influenced the development of conservation policies for urban environments. Edinburgh retains most of its significant buildings and spaces in better condition than most other historic cities of comparable value.

2. Main Problems Affecting the EWHS

The development model applied by Edinburgh's government has transformed the New and Old Towns over the last 40 years into dynamic centers that have faced and solved important problems. Now they have new critical challenges to face.

2.1 Rehabilitation and Revitalization Process

In order to understand the present problems and challenges of the EWHS, it is important to look at how the situation has changed since the 1950s. Despite various measures adopted by the government, and influenced by the wholesale redevelopment envisaged by the 1949 Abercrombie Plan, the historical center of Edinburgh (especially the Old Town) entered a period of decline.

Like in many dynamic historic cities, development pressures to accommodate growth resulted in demolition and encroachment on the urban heritage in Edinburgh. Especially in the 1960s and 1970s, some districts of the New Town and Old Town of Edinburgh were demolished because of poor urban planning. In addition, an idea to transform Princes Street Gardens into an arterial road was proposed, but luckily a new

movement created by the local population to preserve the historical center worked and the idea was abandoned.

By the late 1960s, concern about the threats to Edinburgh's survival—and in particular the Georgian New Town—were widespread.² This concern focused on the state of repair of the area's buildings, which had not stood up well to the demands of a century and a half. In particular chimneys, cornices, columns, balusters, string courses, window architraves, pediments—indeed all decorative elements—, often carved from stone softer than the durable Craighleith stone used for walls, had badly deteriorated. Repairs carried out in cement had simplified profiles and increased the pace of long-term deterioration.

There was also concern for threats to the clarity and coherence of the Georgian ensemble. Increasing retail activity had encouraged development of single-story shops in front of classical facades along major commercial streets. Increased traffic volumes gave rise to vibration and pollution risks to buildings, and reduced public amenity as pressure to provide parking grew. In other words, both the Old Town and New Town of Edinburgh suffered structural and environmental problems arising from gap sites and derelict properties, which in turn pointed to the need for a broader range of investment and innovative renewal approaches.

Confronted with these multiple threats, the various authorities and interests organized a Conference on the Conservation of Georgian Edinburgh (The New Town) in 1970. This conference confirmed the international importance of Edinburgh, and stimulated the creation of the Edinburgh New Town Conservation Committee. From 1970 onwards, local stakeholders recognized the importance of facing the problem with a more sympathetic approach to restoration and rehabilitation.

In particular, in the 1970s the action was focused on the rehabilitation of the historical buildings located around the most important cultural sites in the New Town. Continuing on this approach, the Old Town became the new focus of the rehabilitation process in the 1980s.³ During this new phase, the rehabilitation model became more integrated and it was not only addressed to the rehabilitation of buildings and empty spaces but it also included specific activities addressed to strengthen the local population and stimulate their investments in the historical center. The repopulation of

² "Creation of the New Town Conservation Committee," Management Guide of Historical Cities. Organization of World Heritage Cities, Québec, Canada, 1991.

³ The population of the Old Town reached its lowest point at the time of the 1981 Census.

the vacant sites was a priority during these years and local stakeholders considered community participation in the development process as strategic. Local communities organized themselves into associations to make their participation in the rehabilitation and revitalization process of the Old and New Towns of Edinburgh easier.⁴

The conservation and repair program, which began around 20 years before, was well advanced and many urgent cases were tackled. As such, in the 1990s local stakeholders addressed the rehabilitation and social-economic revitalization activities for both the Old Town and the New Town. The main objective of the stakeholders was to consolidate the rehabilitation process and especially to strengthen the socioeconomic development of the historical center, with a focus on both public and private buildings and public spaces. During this decade—in 1994—the Old Town and New Town of Edinburgh were nominated together as a WHS. The nomination recognized the work that had been done to repair these areas. The advisory body noted specifically:

“Edinburgh’s unique coupling of medieval Old Town and classical New Town, each of enormous distinction in its own right, has created a town of extraordinary richness and diversity, without parallel in anywhere in the world. Its aesthetic qualities are high, it had a profound influence on town planning in Europe and beyond in the 18th and 19th centuries, and it is generally recognized to been a major centre of thought and learning. Moreover, Edinburgh retains most of its significant buildings and spaces in better condition than most other historic cities of comparable value.”

In 1995, the International Council on Monuments and Sites (ICOMOS) reviewed the nomination, and later, the 19th session of the World Heritage Committee (which took place in Berlin, Germany in December of 1995) decided to inscribe this property on the basis of criteria (ii) and (iv) as it represents a remarkable blend of the two urban phenomena: the organic medieval growth and eighteenth- and nineteenth-century town planning.

⁴ The community members organized themselves autonomously into associations. Usually, the associations arose in relation to a specific threat to their area. The government has taken advantage of this attitude of local communities and strengthened them through awareness campaign and specific supporting activities.

- Criterion (ii): the successive planned expansions of the New Town and the high quality of its architecture set standards for Scotland and beyond, and exerted a major influence on the development of urban architecture and town planning throughout Europe in the eighteenth and nineteenth centuries.
- Criterion (iv): the Old Town and New Town together form a dramatic reflection of significant changes in European urban planning—from the inward-looking, defensive medieval city of royal palaces, abbeys, and organically developed small burgh plots in the Old Town, through the expansive format Enlightenment planning of the eighteenth and nineteenth centuries in the New Town, to the nineteenth century rediscovery and revival of the Old Town with its adaptation of a distinctive Baronial style of architecture in an urban setting.

From 2000 onwards, the focus has changed based on the new needs of the WHS. The main activities implemented by the stakeholders have been to restore monuments, research the right materials to be used for the restoration, and make the old buildings located in the WHS more energy efficient.

2.2 The New Challenges

The development process started in the 1970s has certainly contributed not only to preserving the WHS but also to its revitalization. It is now considered the heart and the soul of the city and the most important social, commercial, and entertainment area for residents and tourists. However, there are new situations—in part as a consequence of the economic development of the WHS—that are threatening the preservation process. They could be summarized as follows:

- A part of the resident population is unsatisfied because the area is considered overused for economic and, especially, entertainment activities. For this part of the resident population, the WHS is surely sustainable from the economic point of view, but it is not considered sustainable from the social point of view. This group does not support the present land use (entertainments at night, the rehabilitation and revitalization process on Princess Street, etc.) nor do they support the organization of so many cultural events in the city center. Since the 1970s, there has been a strong demand for business offices, hotels, and clubs in the WHS. The entertainment industry is dominating the area and recently it has negatively impacted the quality of life of the local residents.

- Local residents are conscious of the importance of preserving the WHS, but both the national tax legislation (for instance, VAT applied to rehabilitation works and not to new buildings) and the recent economic and financial world crisis are affecting their attitude to preserving old buildings. When it is possible, the local population prefers to invest in new buildings.
- Because of the increasing cost of energy, local residents of the WHS have high heating and cooling expenditures, especially those living in old and traditional buildings. This fact could reduce the interest of the local population to live in historical houses, and encourage them to move to new buildings or other districts of the city.

3. Present Situation: An Overview

The development model of the historical center is the consequence of the collaboration and cooperation of all local stakeholders. They have been able to organize a management model where in general all interests are represented and taken into consideration, especially those interests of the private sector and local residents.

In particular, the development model is composed by a group of five key elements including collaboration (institutional partnership, community association, etc.), legislation and planning (regulatory framework, projects and programs), accessibility, awareness and communication, and entertainment (festival and events), which allowed the EWHS to become the cultural and economic center of the city.

Figure 1: Key Elements of the EWHS Development Model



3.1 Community Associations

This is a bottom-up approach and has been possible through the organization of the resident population into community and resident associations. Actually, there are six main community associations in the WHS. They are composed of residents and their purpose is to promote the preservation, revitalization, and valorization of the cultural heritage and traditions of the WHS. All of them are quite active and in permanent contact with the public institutions and other organizations involved in the WHS. They also collaborate with the EWH in its promotional and information campaigns. In addition, these associations promote and cofinance preservation and revitalization projects submitted to the CEC, or to the EWH. Institutional stakeholders (the CEC, HS, and EWH) also consult these associations to design preservation and revitalization policies, strategies, and projects to be implemented in the WHS.

In addition to these six main associations, there are many other community associations. They are mainly *resident associations* for each street or district (street associations), most of which were created in the 1970s when the CEC gave them special funds to rehabilitate and revitalize their buildings located in their streets or districts (the rehabilitation approach of the CEC was by street or district and not by individual building).

3.2 Management Organization of the WHS

Edinburgh World Heritage, HS, and the CEC and are the three key players at the institutional level involved in the management of the EWHS.

- **The HS:** the part of the Scottish Government that is responsible for the identification and protection of buildings, monuments, and archaeological remains of historic (and architectural) interest across Scotland. In terms of the WHS, it acts as the State Party in Scotland, as heritage is a matter devolved to Scottish Ministers from Her Majesty's Government (HMG) in London (HMG being the signatory to the World Heritage Convention).⁵ The HS has special responsibility in managing changes to A-listed buildings and in guiding heritage policy.⁶
- **The CEC:** the planning department of the CEC oversees applications for Planning Permission, Listed Building Consent (LBC), and Conservation Area Consent (CAC), LBC and CAC being the main forms of protection of the historic environment. It is responsible for many of the day-to-day actions that affect the character and servicing of the WHS.
- **The EWH:** an independent charity (nonprofit) set up by CEC and HS to oversee the implementation of the management plan. It was formed in 1999 by the merger of the Edinburgh New Town Conservation Committee and the Edinburgh Old Town Renewal Trust, and is mostly funded by the CEC and the HS, although the current economic situation will affect the balance of funding.

⁵ Decisions on whether to inscribe sites on the World Heritage List are taken by the World Heritage Committee at its annual meeting each July. The committee oversees the implementation of the World Heritage Convention. It is made up of 21 of the member states of the convention, each elected for a six-year term. Historic Scotland attends the annual meeting of the committee, when appropriate, as part of the UK delegation. Scottish Ministers put forward sites for nomination and are responsible for ensuring compliance with the convention in relation to sites in Scotland. Historic Scotland carries out these roles for cultural sites on their behalf. The Department for Culture, Media, and Sport is responsible for the UK's general compliance with the convention, and for nominating sites in England. It acts as the state party on behalf of all the devolved administrations.

⁶ Listed buildings are statutorily protected buildings of special architectural or historic interest. The term "building" is defined broadly and one entry on the list may include several addresses. Permission must be sought for development or alterations that would affect the historic or architectural character of the building, including the interior. Listed buildings are grouped into three categories that reflect their degree of interest: i) Category A – buildings of national importance; ii) Category B – buildings of regional importance; and iii) Category C(S) – buildings of local importance. There are a total of 1676 listed buildings in the EWHS. Listed buildings are designated by Historic Scotland, on behalf of Scottish Ministers.

The main remit of EWH can be summarized as follows:

- To stimulate and coordinate action for the conservation and repair of historic buildings in the EWHS;
- To promote the preservation and enhancement of the character of the site, and to develop and maintain an action plan;
- To advise Scottish ministers and the local authority on major policy and development issues, and to comment on other planning issues as necessary;
- To monitor the EWHS on behalf of the Scottish ministers, and to inform and advise organizations involved in the management of Edinburgh City Center;
- To initiate projects, and attract funding for the preservation and enhancement of the EWHS; and
- To promote the EWHS through education, exhibitions, conferences, and examples of skill and good practice.

The EWH focuses on three core areas:

- *Influence and Monitor*⁷
 - Influence policy, planning, and development
 - Monitor change within the WHS
- *Conserve and Enhance*⁸
 - Administer the Conservation Funding Program to conserve the WHS
 - Identify projects to enhance the WHS
 - The conservation and repair of buildings and monuments in (and around) the WHS through grant programs is worth around US\$1.7 million per year, and includes a system of refundable grants for private owners

⁷ Two examples of activities are the Organization of World Heritage Cities regional conference that took place in May 2006, which included a keynote speech from the HRH Prince Charles, Duke of Rothesay, and the formation of the World Heritage Steering Group in November of 2007, which brought together the key stakeholders involved in the management of the EWHS.

⁸ Two examples of these activities are the awarding of a US\$2,308,576 million grant to restore Category A-listed Well Court in February of 2007 and the launching of the Twelve Monuments Restoration Project in partnership with the CEC to restore some of the city's most famous statues and monuments.

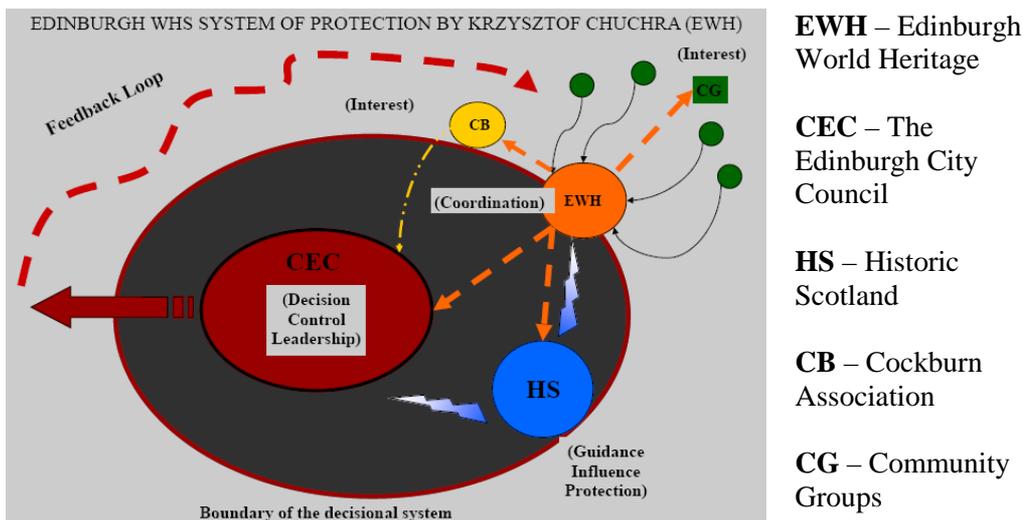
- Promote and Educate⁹
 - Make the work of EWH more visible
 - Promote understanding and appreciation of the WHS
 - Promote conservation standards within the WHS.

Finally, other EWH's areas of work include energy efficiency and (soon) social inclusion.

3.2.1 Public-Private Partnerships

The CEC, HS, Edinburgh City Center Management Company, Scottish Enterprise Edinburgh & Lothian, and Edinburgh World Heritage have created a World Heritage Partnership Group in order to manage and safeguard the special character of the EWHS. In particular, the members of this group signed a statement of intent to work together to conserve and enhance the WHS. The present partnership of public and private stakeholders and local community is summarized in Figure 2.

Figure 2. Edinburgh WHS Management Model



Source: Elaborated by Mr. Krzysztof Chuchra, EWH.

⁹ One example is the Door Open Day in September 2006, during which over 1500 people visited the EWH No.5 Charlotte Square to learn more about the New Town. Another example is the interpretation and promotion strategy for the WHS that was developed in December of 2007 to increase the awareness and understanding of its key historic values. The strategy was developed through the World Heritage Site Promotions Group, with representatives from the CEC, HS, and Visit Scotland. It provides a framework for increasing awareness and understanding of the key historic values of the WHS, by focusing on interpretive themes, identifying the target audiences and assessing suitable media.

The three bodies (EWH, CEC and HS) relate to one another formally through the WHS Steering Group and informally through day-to-day officer contact (for example, CEC's World Heritage Officer works from the EWH office one day per week). When areas of tension arise, the relationship is mature enough to ensure that they can be discussed and measures can be implemented to reduce the opportunity for these tensions to arise again in the future. An example of this is the protocol worked up in relation to the way EWH comments on planning, listed building, and conservation area applications to ensure EWH's advice is viewed in the right context.

EWH occupies the ground between government and community. Its key interest is the outstanding universal value of the WHS, which takes into account all the different pressures from the vastly different aspects of the community (from residents, to business, to the politicians) and works with them. HS is more concerned with the regulatory framework for the historic environment, while CEC engages with the wider public through the democratic process.

Finally, the inscription as a WHS brings no additional statutory powers. However, in terms of UNESCO's criteria, the conservation and protection of the WHS are paramount issues. Inscription commits all those involved with the development and management of the site to ensure measures are taken to protect and enhance the area for future generations.

3.2.2 Rehabilitation and Revitalization Plans and Programs

Over the years, a dedicated regulatory framework and various development plans and programs—which represent the gears of EWHS development model—have supported the rehabilitation and revitalization process of the EWHS. From the regulatory framework point of view, the EWHS has no buffer zone. However, as written in the “33rd Report of the UNESCO-ICOMOS reactive monitoring Mission,” there are 39 conservation areas that cover not only the EWHS but also nearly all adjacent land, which enhances conservation efforts.¹⁰ The zoning ordinances are included in various local, national, and regional plans and/or planning policies, the most important of which are i) The Edinburgh City Local Plan; ii) National Planning Policy Guidance; iii)

¹⁰ The UNESCO-ICOMO mission recommended that the discussion on the establishment of a buffer zone could be linked to the update of the management plan (2010).

National Planning Framework for Scotland; and iv) The New Planning Act, 2006 (see Annex 1).

In addition, in 2005 a management plan and action program for the EWHS was created through the partnership of CEC, HS, Edinburgh City Center Management Company, Scottish Enterprise Edinburgh & Lothian, and EWH (see Annex 2). The management plan offers a positive approach in which conservation and development are not mutually exclusive objectives but part of a single planned process. The plan also provides a framework for the conservation of cultural heritage within the site and encompasses preservation and enhancement of its architectural and archaeological landscape, including natural assets and their setting. In addition, almost all of the EWHS is covered by conservation areas, which have been the subject of character appraisals. The EWH is coordinating the implementation of the management plan, as well as the development of an appropriate regulatory framework. As previously mentioned, private sector and local communities have been involved mainly through the organization of development projects and programs, which include the following:

- The Conservation Funding Program, which is the most important rehabilitation program used for the EWHS; it was developed in the 1970s and has been changed several times;
- The Private Sector Housing Grant, which is an additional fund that could be used by local population of Edinburgh, including the residents living in the WHS;
- Other special programs implemented since the nomination of the WHS in Edinburgh. The latest ones, based on the new priorities of the rehabilitation process, are “Twelve Monuments Restoration Project” and “Energy Heritage Project”.

UNESCO’s nomination of the EWHS recognized the work that had been done to repair both the Old and New Town. It helped the CEC and other stakeholders to organize an appropriate regulatory framework with transparent guidelines, to coordinate the activities, and to identify the roles of the game.

3.2.3 Financial Resources

The rehabilitation and revitalization model carried out by local stakeholders has been based on both public and private investments. In particular, the main public funds used in the last 10 years in order to develop the WHS can be summarized in Table 1.

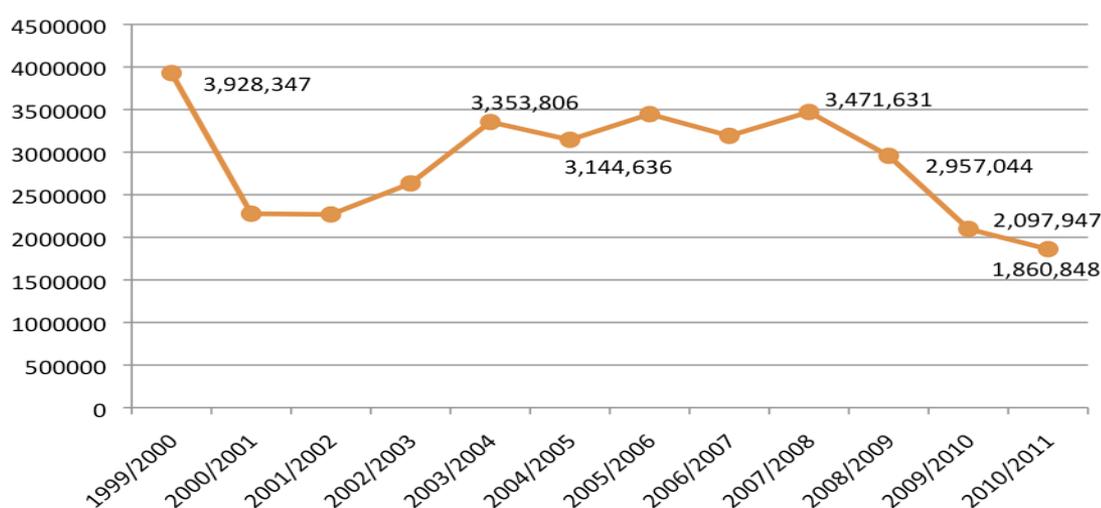
Table 1. Awarded Public Funds, 2000–2007 (million US\$)

Fund Typology	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	SUB-TOTAL
Conservation Funding Awarded by EWH	1.75	1.23	3.40	2.60	1.96	2.15	2.76	2.70	18.55
Funds awarded by Historic Scotland	n.a	n.a	n.a	n.a	21.05	24.5	n.a	n.a	45.55
Edinburgh Capital Streets Programme	28.30								28.30
	Program launched between 2003-2008 for the rehabilitation of Grass Market, Ross Band Stand, George Street and a number of other streets / public spaces.								
City of Edinburgh Council (Road tolls and transport infrastructure investment)							768.33		768.33
	CEC are proceeding with the Base Transport Strategy involving the expenditure of around US\$ 768.33 million between 2006 and 2026.								

Source: Data provided by EWH, February 2010.

It is not possible to guess the amount of private sector investment, as people can repair historical buildings whenever they feel like it, without necessarily having to notify the authorities (only if it involves significant change to the building). In addition, the partnership among the HS, CEC, and EWH has been supported by an annual contribution provided by HS and CEC to EWH. All projects, programs, and funds implemented by EWH are financed by these contributions.

Figure 3. Annual Contributions to EWH



Source: Data provided by EWH, June 2010. Value in US\$.

Since 1999, HS and the CEC have financed more than US\$34.6 million. The EWH has managed this contribution in order to promote the rehabilitation and revitalization of the WHS, which historically had a grants-based approach to providing assistance to homeowners. This approach has surely been an important element of the development model adopted by EWH; however it has become increasingly difficult to sustain as institutional donors have progressively reduced available resources. As shown in Figure 3, contributions have been reduced by around 10 percent per year over the last three years, and the present financial crisis could reduce the budget annually allocated to the WHS even more. This reduction in the expenditure on grants is common in the entire city. For instance, the Private Sector Housing Grant has declined from US\$76.4 million in 1988/89 to US\$2.3 million in 2002/3.¹¹ In response to this, the CEC is investigating a range of innovative options to make these limited resources go further.

3.3 Land Uses, Preservation, and Socioeconomic Development of the WHS

Since the 1970s, when the rehabilitation process started, the WHS recorded a huge socioeconomic development, which has been particularly intensive in the last 20 years. This has been possible for several reasons, and rehabilitation of the historical buildings, reorganization of the traffic and accessibility to the WHS, awareness, educational and information campaigns addressed to the population, and organization of the main cultural and social events in the WHS are only some of the activities carried out over the years.

3.3.1 Land Use and Development Pressure

The WHS has become an attractive place to live, as well as to do business. Based on the Annual Monitoring Reports (2001–2007), an average of 700 applications per year have been approved by the EWH for rehabilitation of heritage buildings in the EWHS.

¹²

¹¹ It is a fund made available through Communities Scotland in order to provide technical assistance to homeowners.

¹² The number of historical buildings rehabilitated over the years in the WHS is really difficult to estimate, as homeowners repair them whenever they feel like it, without necessarily having to notify the authorities (only if it involves significant change to the building).

Actually, based on CEC data, there are 11,348 residential properties; these represent 62.6 percent of total properties in the EWHS, and provide housing for more than 22,269 people (around 30 percent more than in 1991, and housing about 5 percent of total Edinburgh population). EWHS residents are relatively young and almost 71 percent are not older than 44 years old. While, based on the employment analysis, most of the residents in the EWHS have qualified jobs and around 66 percent are managers or professionals.

BOX 1. LOW-INCOME FAMILIES

The rehabilitation, preservation, and revitalization activities carried out by private and public sector since the seventies have surely increased the cost of living in the WHS and, in particular, housing costs. Based on the interviews with local stakeholders, the Consultant detected that actually there are more upper-class residents compared to 20 years ago, however as written in the “Ward 11 – Area Profile: Community Planning (2006),” the WHS as a whole has a mixture of social classes. The rehabilitation process is not evicting local residents.

Due to the increasing cost of housing in the city center, a consequence of the rehabilitation process, low-income families prefer to move to other districts of the city (Edinburgh city center has some of the highest price per sq feet values in Scotland, which are normally 20 to 25 percent higher than the Residential Rental Price Index compared to the whole city). And, despite the efforts of CEC and local stakeholders to maintain social houses in the EWHS, based on the data provided by the CEC, there has been a reduction of 201 social houses/units (-21.7 percent) in the EWHS between 2001 and 2010, decreasing from 925 to 724 social units.¹³ Actually, social housing represents 5.2 percent of total housing in the EWHS and 2 percent of total social housing in Edinburgh. Most of the social houses are flats (98.5 percent).

¹³ Source: Data provided by Council Department of Strategy & Investment (Services for Communities).

Table 2. Number of Properties by Typology in the WHS, 2010

TYPOLGY	Number	%
Residential	11,348	62.60%
Commercial uses	5,200	28.70%
Institutional uses	254	1.40%
Tourism	510	2.80%
Sports, recreation and entertainment	131	0.70%
Parking lots and parking structures *	457	2.50%
Public spaces	34	0.20%
Others	190	1.00%
GRAND TOTAL	18,124	100.00%

Source: Data provided by “Planning Information, City Development Department, The City of Edinburgh Council”

Note: * It is referred to the number of lots and structures, while the total number of parking spaces is 11,024.

Business/working properties represent around 35 percent of total properties in the EWHS and are mainly for commercial uses (28.7 percent), parking (2.5 percent), institutional uses (1.4 percent), and tourism (2.8 percent). The shopping centers and business activities along George Street, St. James, and Princes Street registered the most important growth among other areas in the WHS. Based on the data provided by CEC, around 78,000 people work in the EWHS on a daily basis. Third sector (services) is the most important employment generator, with around 71 percent of total jobs (around 45 percent are related to the financial and banking sector, while almost 26 percent are related to tourism and entertainment sector).¹⁴ The public sector employs more than 17 percent of total workers in the EWHS. Finally, there was a decrease in total workers in the EWHS by 6.8 percent between 2006 and 2008. Due to the international financial crises, the banking and finance sector has suffered more compared to the others.

Based on the “*Edinburgh Office Schedules 2003–2008*,” the Edinburgh city center had an annual average development (office supply) of around 280,000 square meters of office floor space during the last 10 years, representing more than 23 percent

¹⁴ Edinburgh contains 10 of the top 20 financial firms in the UK and 30,000 jobs in the financial sector.

of total office development pressure generated in the entire city.¹⁵ In terms of office demand, based on “*Edinburgh’s City Vision, 2003*,” 70 percent of office demand in Edinburgh is for space in the city center.

Table 3. Office Development in Edinburgh, 2003–2008

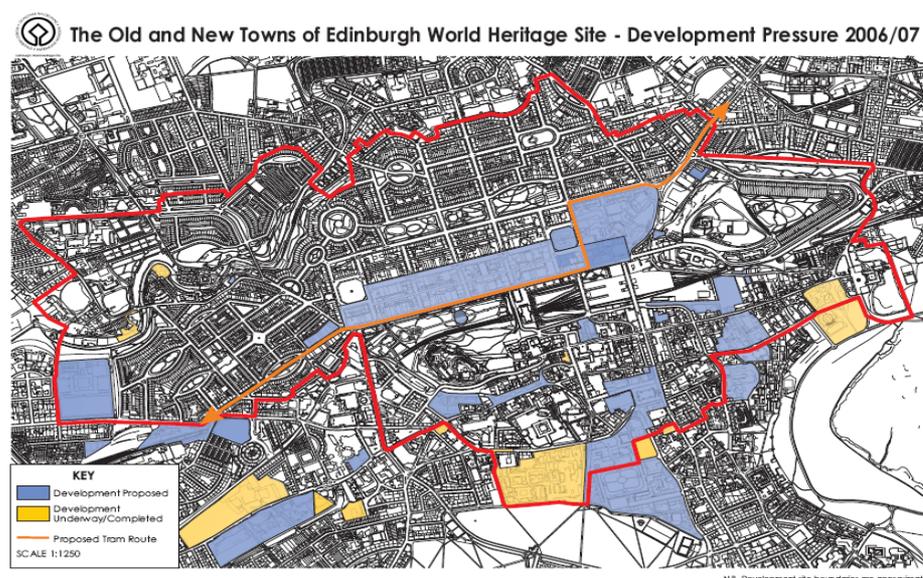
LOCATION	City Center (sq.m.)					
	2003	2004	2005	2006	2007	2008
Under construction	32,827	55,943	98,094	41,363	57,442	42,665
Planning permission	193,768	187,913	131,068	209,621	184,600	109,679
Completed floorspace	30,498	16,977	32,074	32,540	32,544	2,668
Awaiting determination	14,845	34,886	52,033	17,805	75,939	11,317
Total "city center"	271,938	295,719	313,269	301,329	350,525	166,329
Var. (%)		8.0%	5.6%	-4.0%	14.0%	-110.7%
Total "rest of the city"	974,853	1,044,383	1,038,255	886,476	807,184	905,971
Var. (%)		6.7%	-0.6%	-17.1%	-9.8%	10.9%
Total Edinburgh	1,246,791	1,340,102	1,351,524	1,187,805	1,157,709	1,072,300
Var. (%)		7.0%	0.8%	-13.8%	-2.6%	-8.0%

Source: Edinburgh Office Schedule as at 31 December 2003, 2004, 2005, 2006, 2007, and 2008.

Due to the financial crisis, the EWHS recorded the lowest development in terms of square meters of office space, and in 2008 office supply decreased by 110.7 percent compared to 2007. This reduction in the office development pressure is characterizing the entire city as stated by Edinburgh Development Schedule 2008: “*Since 2000 a trend has developed where many traditional townhouse buildings used as offices, particularly in secondary locations, have been converted back into their original residential role, or to other uses such as hotels. This trend reflects the growing residential capital value, as well as a preference within the investor and occupier market for an institutional standard large floor plate, open plan office.*”

¹⁵ These are development monitoring annual reports published by the CEC (http://www.edinburgh.gov.uk/internet/attachments/Internet/Environment/Planning_and_buildings/Planning_hidden/planning_policies/Development_Monitoring)

Figure 4. The Old and New Towns of EWHS—Development Pressure 2006–2007



3.3.2 Preservation Level of the EWHS

The general level of preservation of the buildings in the EWHS is considered quite good. Based on the official data provided by EWH, around 97 percent of the classified buildings in the EWHS are in good conditions, while 1.5 percent have minor problems (low-monitor risk level), 1 percent have major problem (high-medium risk level), and only 0.5 percent are considered ruins.¹⁶ At present, the preservation level continues to be good. In addition, considering both classified and unclassified buildings in the EWHS, the data show that only 118 buildings have some minor or major problems and only 64 percent of them are listed buildings.

Table 4. Number of Buildings at Risk in the WHS, 2001–2009

Types of buildings	2001	2002	2003	2005	2008	2009
Listed buildings (A+B+C _s)	50	64	62	71	67	76
Unlisted + unknown	19	25	28	27	34	42
Total	69	89	90	98	101	118

Source: EWH, “Buildings at risk in the WHS,” 2009

¹⁶ There are 1676 classified buildings out of a total of around 4,500 buildings in the WHS.

The number of classified buildings considered at high or medium risk decreased or remained the same over the last years, while buildings at low and monitor risks have increased. Finally, the increase in number of buildings at risk is essentially due to the number of unlisted and unknown buildings, which increased by 120 percent between 2001 and 2009.

Table 5. Number of Buildings by Risk Level, 2001–2009

Risk level	2001	2002	2003	2005	2008	2009
A + High level	3	9	10	7	2	0
A + Medium level	7	7	6	3	3	7
A+ Low level	8	8	8	10	11	12
A+ Monitor	0	4	5	9	10	12
B + High level	4	5	5	5	6	6
B + Medium level	6	8	8	9	7	6
B+ Low level	11	9	7	8	12	16
B+ Monitor	2	4	2	9	8	8
C(s) + High level	0	2	2	1	1	1
C(s) + Medium level	4	3	5	4	4	2
C(s) + Low level	5	5	4	1	2	2
C(s) + Monitor	0	0	0	5	1	4
Unlisted + High level	1	5	5	5	10	8
Unlisted + Medium level	5	4	7	5	3	12
Unlisted + Low level	6	7	6	4	12	8
Unlisted + Monitor	3	4	2	7	5	9
Unknown + High level	0	0	1	0	0	0
Unknown + Medium level	1	4	5	5	3	3
Unknown + Low Level	3	1	2	1	1	1
Unkown + Monitor	0	0	0	0	0	1
Total	69	89	90	98	101	118

<i>Removed</i>	<i>0</i>	<i>5</i>	<i>10</i>	<i>9</i>	<i>46</i>	<i>28</i>
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Source: EWH, “Buildings at risk in the WHS,” 2009.

3.3.3 Access to the WHS

Both residents and workers believe that, in addition to the rehabilitation process, the connection of the heritage area with the other city areas makes the heritage area more attractive to businesses and residents.¹⁷ The city center is considered of core importance in sustaining and developing the city's economy as well as being the focus of the city's heritage. For this reason, especially during the last two decades, the CEC has carried out a set of actions to increase the accessibility to the city center via public transit and to reduce private vehicle access. Actually, the EWHS has a wide range of public transport services including buses, trains, and park-and-ride services. In particular, the WHS is well served by an extensive network of bus services, by Waverley Railway Station, and by the Edinburgh Bus Station.¹⁸ In the future, it will benefit from trams as part of an integrated transport network.¹⁹ Based on the data provided by the CEC, 83 percent of the total population in Edinburgh can arrive to the city center in less than 20 minutes by public transportation (and this percentage increases to 93 percent for those people that arrive by car).

The area also includes key traffic routes and junctions and, as already mentioned, extensive parking provision. Princes Street is the dominant public transport route through the city center and, based on the Edinburgh's government Web site, almost 1 million vehicles enter central Edinburgh every week.²⁰

¹⁷ Actually the agenda for the city center is set in the Edinburgh City Center Strategy and Action Plan, developed by the partners supporting the Edinburgh City Center Management Company (ECCMC). The strategy incorporates Public Realm, Accessibility and Environmental Management strands that are particularly relevant to the Local Transport Strategy. It is complementary to the World Heritage Management Plan developed by the EWH.

¹⁸ [Edinburgh Waverley](#) is the main [Network Rail](#) station serving the city. Located in a ravine the heart of the city center close to [Princes Street Gardens](#), it serves over 14 million passenger journeys per year.^[11] It is a principal station on the [East Coast Main Line](#) between London and [Aberdeen](#), and is the terminus as well as start point for many rail services within Scotland.

¹⁹ The entire tram project is causing some problems for the CEC. The implementation of the tram line is suffering some delay (around two or three years delay are estimated). In addition, the tram project has the legal power to introduce road diversions as it sees fit for the construction of the tram. This is resulting in some poor decision making over which the CEC has no power. The CEC declared that a City Center Transport Strategy will be identified when full details of tram construction and design are finalized.

²⁰ Source: http://www.edinburgh.gov.uk/internet/transport/parking/parking%20in%20edinburgh/cec_on-street_parking

Table 6. Parking within the EWHS

Parking within the	Central Controlled Zone 1993		WHS 2001		WHS 2004	
On-street public	3,610	37%	3,634	34%	3,592	33%
On-street residential	2,130	22%	4,218	40%	4,400	40%
Off-street multi-storey car parks	1,820	19%	2,778	26%	3,032	28%
Off-street surface car parks	2,145	22%				
Total Parking Spaces	9,705	100%	10,630	100%	11,024	100%

Sources: 1993 and 2001 EWH; 2004 EWH Monitoring Report

In almost 20 years, the number of parking spaces has increased by only 33 percent, because since the late 1980s it has been Edinburgh's policy to restrain the overall supply of parking spaces. It is the CEC's current policy to retain parking supply in the central area at the same level to help inhibit the growth of vehicular traffic and gain environmental benefits. Within this policy, during the last decade the CEC has been encouraging more off-street parking.

3.3.4 Awareness and Educational Campaign

The development process of the EWHS is also continuously supported by awareness and education campaigns promoted by local stakeholders. EWH organizes very important education and awareness programs in order to inform and educate all target groups (residents, local population, private and public sector, visitors, and tourists) of the importance of the EWHS, its history, and its traditions. The most important tools used for this purpose are i) Internet; ii) press; iii) publications; iv) brochures (they concern tourist attractions, as well as information about specific programs promoted by EWH and the local government); v) maps (around 50,000 maps are printed every year); and vi) workshops and educational tours (especially for schools). In addition, World Heritage Day, which is celebrated on April 18 each year, is one of the most important education and communication events organized by the EWH.

In November of 2009, the EWH launched a new program, with the assistance of the city's libraries, to help residents uncover the history of their houses. Talks, displays and surgeries have been held to help researchers find their way through thousands of historic manuscripts, maps, and books in the search for clues about their homes. Finally, special podcasts have also been created, detailing the case studies of some of the people who have already uncovered unlikely tales about their buildings.

EWH also realizes several technical publications addressed to residents and investors for the rehabilitation activities (e.g., *Historic Home Guides*, *Renewable Heritage: A Guide to Microgeneration in Traditional and Historic Homes*, and *Energy Heritage: A Guide to Energy Efficiency in Traditional and Historic Homes*, among others).

3.3.5 Organization of Cultural and Social Events in the WHS

The physical element of the WHS is surely important, however the intangible heritage is a key part of the local culture and contributes to increase the value of the city center. It includes domains such as oral traditions and expressions (Edinburgh was the first UNESCO City of Literature and it is home to the world's largest book festival), performing arts (such as the Edinburgh Fringe Festival and Edinburgh International Festival which turns the WHS and the whole city into the arts party capital of the world during the month of August²¹), social practices, rituals and festive events, and traditional craftsmanship.

All events, festivals, and social life activities are always organized with the purpose of involving residents, local population, tourists, and visitors. In addition, there are many cultural and social events organized directly by local residents and financed by the EWH. All these events are considered important elements of the development model adopted by local stakeholders, especially for the contribution that cultural activities make to regeneration and economic development. The most important festivals and cultural events organized in Edinburgh are as illustrated in Table 7.

²¹ The Edinburgh Fringe Festival includes more than 2,000 shows.

Table 7. Festivals and Cultural Events in Edinburgh (*by year established*)

Festivals/Events	Year (<i>first edition</i>)
Edinburgh Fringe Festival	1947
Edinburgh International Festival	1947
Edinburgh International Film Festival	1947
Edinburgh Military Tattoo	1950
Edinburgh Festival Cavalcade	1955
Media-Guardian Edinburgh International Television Festival	1976
Edinburgh International Jazz and Blues Festival	1978
Edinburgh International Book Festival	1983
Edinburgh Children's International Theatre Festival	1988
Scottish International Storytelling Festival	1989
Edinburgh International Science Festival	1989
Edinburgh's Hogmanay	1992
Edinburgh Mela	1995
Edinburgh International Internet Festival	1999
Edinburgh's Christmas	2000
Edinburgh Interactive Festival	2003
Ceilidh Culture	2003
Festival of Politics	2005
Festival of Spirituality and Peace	2005
iFest	2007
Edinburgh Comedy Festival	2008

Source: Edinburgh by Numbers, 2007 (The City of Edinburgh Council's Economic Development service).

Based on the experience of the most important Edinburgh's festivals (organized since the late 1940s and early 1950s), the CEC and all other stakeholders organized several additional events and festivals with the purpose of promoting cultural identity valorization and preservation, and economic and social development during the implementation of the rehabilitation activities that have characterized the city center since the 1970s. During the rehabilitation and revitalization process, the number of festivals and cultural events has quadrupled. Together, these festivals attract almost 3.3 million visitors per year, and the Edinburgh Fringe Festival is responsible for almost half the total. The estimated economic impact generated by these events is around US\$257.4 million per year.

These cultural events are very important for tourism development too. The tourism sector is greatly contributing to the economic development of Edinburgh's city center, and, based on the official statistics, there are around 4 million tourists per year (3.2 million are national tourists and 0.8 million are international) for a total income generated by the tourism sector of about US\$1.56 billion. The attractions located in the world heritage area (e.g., National Galleries of Scotland and the Edinburgh Castle) are the most visited in Edinburgh and Scotland.

4. Conclusion and Recommendations

CEC and local stakeholders activated a successful rehabilitation and revitalization model based mainly on the following four elements:

- *Participation of local residents and communities in the decision making and control process:* there are six main community associations in the EWHS and many other residents street associations.
- *Cooperation and collaboration among public stakeholders:* CEC, HS, and EWH are the key actors jointly involved in the rehabilitation of the EWHS. In addition, they work in close collaboration with all other private and public stakeholders interested to the development of the EWHS.
- *Public grant approach:* public stakeholders have provided more than US\$85 million since 2001 for the rehabilitation and revitalization process of the EWHS.
- *Information system:* the entire process activated by CEC, HS, and EWH has been supported by a detailed information system aimed to guarantee transparency in the rehabilitation process and provide all useful information to public and private investors interested in the EWHS.

This model has certainly contributed to the development of the EWHS; however, there is the need for an intricate balance between providing opportunities for additional growth and necessary public benefits, while also maintaining and preserving the historical and cultural values that have been maintained so far.

In particular, the rehabilitation process activated by local stakeholders reached excellent results and today only 22 classified buildings have some major problems

(high-medium risk level), corresponding to around 0.5 percent of total buildings in the EWHS. The EWHS is actually considered the most important business and cultural area and the “soul” of the city. It is attracting private and public investments and 63 percent of total properties are for residential uses, while 70 percent of total office space demand in Edinburgh is referred to the EWHS. However, the analysis showed that the EWHS development model, especially in the last decade, has been excessively addressed to stimulate its economic viability, instead of guaranteeing its social sustainability.

The economic activities and the organization of cultural events in the EWHS has undergone an important phase of development since the 1970s, but because the quality of life of local residents has worsened, part of the population is actually unsatisfied and is hindering the present development policies and strategies adopted by the government. For instance, the development of the tram line and the rehabilitation of Princes Street are two important projects where the population is particularly sensitive and the government is having some conflicts with local residents.

In this case, the bottom up approach implemented by the government has to continue and be improved. The intention to extend EWH’s duties to social cohesion is considered very important and necessary to promote a better management through solving conflicts and reaching agreements between different user groups as one possible solution to land use problems.

Improved sustainable land use implies that those who use the WHS should take part in the planning process. They are mainly local residents, but even other people living in other Edinburgh’s districts should be considered as land users. Thus land use planning can only be relevant and successful when all crucial stakeholders are involved. This requires a thorough understanding of the land users (stakeholders) and an understanding of the decision-making processes in land use. This focus on users implies that user needs, priorities, and their constraints and possibilities need to be considered in planning.

Other recommendations related to this first problem include the following:

- It is important to demonstrate to local residents that economic development and preservation are compatible. New communication programs addressed to local residents should be implemented in the short term in order to inform local

communities how economic development or urban rehabilitation can increase the value of their properties in the EWHS.

- The EWHS should be organized as a pedestrian area, increasing public transport services and limiting the number of car parking space within the historical area, while increasing those outside.
- The governments should stimulate the organization of new festivals and cultural events also in other areas of Edinburgh in order to reduce the pressure generated by their implementation and stimulate economic development based on entertainment activities even outside the center.

In addition to the increasing pressure generated by the economic activities in the EWHS, the current world financial crisis is another issue that potentially could have negative impacts on the WHS development model adopted by the government. In this case, two different problems should be considered. The first one is related to the progressive reduction of public funds annually assigned to the EWH and to the homeowners in general. For instance, the contribution assigned to the EWH has been reduced by 10 percent per year during the last three years, while the need for investments remains the same.

The supply of funding via the public grant based approach used by the government and other stakeholders is no longer matching the demand and needs to be reorganized to incorporate private contributions. The second problem is related to the increasing costs for the maintenance and administration of traditional housing that could stimulate the local population to invest in new buildings or in other districts of the city. The lower-income families are the most affected by this problem and, despite the efforts provided by local government to maintain affordable units in the EWHS, they are progressively moving out of the city center.

The main recommendations related to this problem include the following:

- A WHS Development Cluster should be organized with the participation of public/private sector, local residents, civil society, and all other stakeholders. The aim is to join public and private efforts to identify/implement common development policies, strategies and investments for the WHS.
- The present VAT legislation should be changed to stimulate the rehabilitation of traditional and historical buildings.

- A new information system should be developed for the EWHS to collect important information for investors and decision makers. In particular, a Social Return of Investment (SROI) approach is suggested for the following reasons.²²
 - SROI approach helps institutions and organizations to understand what social value an activity creates so they can better manage their activities and relationships to maximize their values.
 - The process opens up a dialogue with stakeholders, helping to assess the degree to which activities are meeting their needs and expectations.
 - SROI puts social impact into the language of “return on investment,” which is widely understood by investors, commissioners, and lenders. There is increasing interest in SROI as a way to demonstrate or measure the social value of investment, beyond the standard financial measurement.
 - Where it is not being used already, SROI may be helpful in showing potential customers (e.g., public bodies or other large purchasers) that they can develop new ways to define what they want out of contracts, by taking account of social and environmental impacts.
 - SROI can also be used in strategic management. SROI indicators can help management analyze what might happen if they change their strategy, as well as allow them to evaluate the suitability of that strategy to generating social returns, or whether there may be better means of using their resources.
- Finally, due to the success of the recent Energy Efficiency Pilot Project implemented by EWH and the increasing energy costs related to the heritage buildings in the EWHS, it would be beneficial to transform this pilot project into a permanent program involving all local stakeholders.

²² SROI is an outcomes-based measurement tool that helps organizations to understand and quantify the social, environmental and economic value they are creating. Developed from traditional cost-benefit analysis and social accounting, SROI is a participative approach that is able to capture in monetized form the value of a wide range of outcomes, whether these already have a financial value or not. A *SROI* analysis produces a narrative of how an organization creates and destroys value in the course of making change in the world, and a ratio that states how much social value (in £) is created for every £1 of investment.

²³ Source: <http://www.sroi-uk.org/>

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