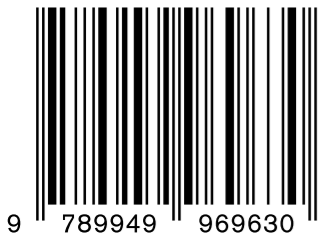# SPATIAL DESIGN LEADERSHIP

THE ROLE, INSTRUMENTS AND IMPACT OF STATE ARCHITECT TEAMS (OR SIMILAR) IN FOSTERING SPATIAL QUALITY AND A PLACE-MAKING CULTURE ACROSS FIVE EUROPEAN STATES

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SUMMARY

The design quality of our buildings and places has a direct effect on people's quality of life.

Although the importance of design quality in achieving a more sustainable urban development has been recognized in several international declarations, in most metropolitan and urban peripheries, places with good spatial quality continue to be the exception rather than the norm. Acknowledging that this situation is socially and ecologically unsustainable, one of the main challenges ahead is how to change the current system of production and its embodied values, so as to produce more sustainable, economical and socially equitable built outcomes.

In the European panorama, the public sector already has a great influence on the design of the built environment, either by planning policy or by developing control systems, and thereby involving almost all sectors and levels of the state. This means that it is crucial to better co-ordinate and reconcile design policy across many different areas and priorities. Furthermore, the design quality of places may be regarded as a 'wicked problem' as it is determined by a huge number of actors, public and private, and is the result of embedded social norms and cultural values. Considering its social and complex nature, it is necessary to create a favourable climate for good spatial design through a diversified policy agenda that covers a wider spectrum of areas.

Departing from a broad view on public policy, this research assumes that state intervention is a necessary condition. Although the strength of the state appears to be somewhat diminished, it is widely accepted that the state continues to play an important role in society, namely in market regulation and in the steering of societal goals, place-making being no exception. To do so, the role of the state has extended to a new dimension: besides defining the regulatory framework, it also takes an active role of leadership, disseminating a message of quality and promoting the general public's appreciation of architectural, urban and landscape culture.

In this context, several countries and states have appointed a State Architect (or similar) team within their administrations to provide design leadership and strategic advice to government to improve the design of public constructions, promote spatial quality and foster a placemaking culture. Although State Architect teams have long been established in several countries and states around the world, in several others, the State Architect and their supporting team is a relatively recent position within public administration. In addition, in the European landscape, this is still the exception and mostly a northern European phenomenon.

To better understand the impact of spatial design leadership in processes of design governance, it is relevant to clarify the specific contribution of a State Architect (or similar) team and examine whether or not it can effectively improve the role of the state in promoting high quality environments. Additionally, little is known on the role and competences of a State Architect team or similar unit whose aim is to push for better development outcomes – for instance, on the different design policy tools they have at their disposal and their impact extent.

Therefore, this research's main objective is to understand how spatial design leadership and spatial awareness (to arrive at more informed political decisions) is being delivered in different European states through the formation of State Architect (or similar) teams, or through other means. More precisely, it will be developed a comparative analysis of the roles, instruments and impact of State Architect (or similar) teams across five European states: Denmark, Ireland, Scotland (United Kingdom), Vienna (Austria) and Flanders (Belgium). In some of those states, there is a State Architect office in place, while in others the system operates in other ways and through other instruments.

Following an inductive research strategy, this study examines the operational system in place in the above mentioned states, be it by a State Architect teams, or any other form of an advisory expert group that provides the state with expertise on architectural and spatial design policy, as well as other relevant actors. After gathering information on existing stakeholders, the study proceeds to a comparative analysis on the main differences and similarities across the five case studies, allowing the extraction of policy lessons about the different experiences and the added value of having a State Architect (or similar) team. Finally, conclusions are drawn on the role and impact of state design champions on processes of design governance and the importance of a strong and committed governmental spatial design leadership for achieving better places.

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1. INTRODUCTION

1.1 CONTEXT

Although the importance of design quality in achieving a more sustainable urban development has been recognized in several international and European conventions and declarations[1], in most metropolitan and urban peripheries, places with good spatial quality continue to be the exception rather than the norm. Acknowledging that this situation is socially and ecologically unsustainable, one of the main challenges ahead is how to change the current system of production and its embodied values so as to produce more sustainable, economical and socially equitable built outcomes. Therefore, there is a need to better understand which levers need to be pulled and how to ensure that successful places are consistently created and maintained.

In what has been described as a shift from *government* to *governance,* all around the world, national, regional and local administrations have established a wide range of non-statutory instruments, where the use of negotiation and advocacy complements the traditional set of regulatory and control mechanisms. As will be discussed, the design quality of places may be regarded as a 'wicked problem' as it is determined by a huge number of actors, public and private, and is the result of embedded social norms and cultural values. Considering its social and complex nature, it is necessary to create a favourable climate for good spatial design through a diversified policy agenda that covers a wider spectrum of areas.

Departing from a broad view on public policy, this research assumes that state intervention is a necessary condition (see Chapter 3). Therefore, the basic question is not whether or not the state should intervene, but with *which* means. In the European panorama, the public sector already has a powerful influence on the design of the built environment, either by planning policy or by developing control systems, and thereby imposing a huge amount of design regulations which define almost every aspect of the built environment. Nonetheless, the role of the government has extended to a new dimension: besides defining the regulatory framework, it also takes an active role of leadership,

disseminating a message of quality and promoting the general public's appreciation of architectural, urban and landscape culture.

In this framework, the present study intends to explore the role of state leadership in processes of design governance through the use of non-statutory design instruments, namely, by the appointment of a State Architect team, or similar institutional approaches. In fact, little evidence is known on the potential value of governmental design leadership in enabling better places and fostering a place-making culture. Even less is known on the specific competences of State Architect (or similar) teams, which policy instruments they have at their disposal and its impact extent on the overall system of design governance, whose aim is to push for better development outcomes. As such, a comparative study of current practices is relevant to help inform the design of public policy as well as to find out what are the appropriate policy instruments to intervene in the design processes and encourage a desirable societal shift.

1.2 RESEARCH QUESTIONS

The starting point for this research was the observation that several countries and states have appointed a State Architect team within their administrations to provide design leadership and strategic advice to government to improve the design of public buildings and enhance the quality of the built environment. In this sense, it could be argued that a State Architect represents an innovation on design governance, embodying a number of policy tools that improve the role of public bodies in promoting better places. Although State Architect teams have long been established in several countries and states around the world (e.g. USA or Australia), in several others, the State Architect and their supporting team is a relatively recent position within national or state public administrations. In addition, in the European landscape, this is still the exception and mostly a northern European phenomenon (Bento, 2012).

In this context, it is relevant to explore the role of state leadership in processes of design governance through the use of formal and informal design instruments, namely to clarify the specific contribution of a State Architect and examine whether or not it can effectively improve the government role in promoting high

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1   Documents such as: Sustainable Developments Goals (UN, 2016); New Urban Agenda (UN-Habitat, 2016); DAVOS Declaration (2018); Conclusions on Architecture (EU, 2008); Leipzig Charter on Sustainable European Cities (EU, 2007).

quality environments. This constitutes the background research question that this will inquiry try to address. Having this said, the following specific questions can be raised:

- Does a State Architect team enable the delivery of spatial design leadership across the different sectors and levels of public administration? If yes, what are its main policy instruments?

- To what extent have the State Architects had an impact on design governance processes?

Considering that other countries use different institutional approaches delivering the same set of goals, an additional research question can be made:

- What is the role of spatial design leadership in design governance processes?

1.3 AIMS

The research's main objective is to understand how the challenge to raise spatial awareness (to arrive at more informed political decisions) in different European states has been tackled through the formation of State Architect (or similar) teams, or through other means. More precisely, develops a comparative analysis of how spatial design goals have been achieved in arriving at informed (quality) decisions that concern the development of the built environment in five European states: Denmark, Ireland, Scotland (United Kingdom), Vienna (Austria) and Flanders (Belgium). In some of those states, there is a State Architect office in place, while in others the system operates in other ways and through other instruments.

Following this approach, it will be possible to compare models of spatial design leadership equipped with a State Architect with other models which provide spatial design leadership by other ways and means. Therefore, this study is expected to show the benefits and downfalls of the operational system in place in the above mentioned states, to carry out certain tasks of the spatial development competence unit, or the spatial commissioner's office / the institution of the State Architect, or any other form of an advisory expert group that provides the state with expertise on national spatial planning and architectural design of the living environment.

1.4 SPATIAL DESIGN AS A HOLISTIC CONCEPT

After describing the context and setting the research framework, it is relevant to introduce its main concep-

tual frame. The term *architecture* has different acceptations and extensions, being considered a polysemic term. According with its context, architecture may be understood in its broad sense as 'built environment design' (crossing several design disciplines, involving not only design issues but also processes of governance, etc.); or it may be understood in its narrower sense as the 'design of individual buildings' (usually associated with the work performed by architects for a single client). This conceptual gap is aggravated by contextual factors, in which traditions and conceptual frames tend to change from place to place (Bento, 2017).

When referring to the built environment as a whole, the British prefer to use 'urban design' as its keyword. In fact, the broad notion of architecture as built environment design is very similar to the definition of urban design, which is focused on creating better places for people (Carmona, Heath, Oc, & Tiesdell, 2003). In the Scottish case, for example, the scope of its Architectural policy has progressively expanded as new policy versions were adopted. Although its first policy focused mainly on building design, the second policy expand its scope to a wider urban and rural design agenda, introducing the concepts of *urban design* and *placemaking*.

A similarly broad approach is followed by Germanic states, where the main concept adopted is *baukultur*, which is broadly defined as the design of the built environment. In fact, the recent Davos Declaration (2018) defines it as an aspect of cultural identity and diversity, which 'holistically embraces every human activity that changes the built environment, including every built and designed asset that is embedded in and relates to the natural environment.' The same is adopted by Vienna (Austria), which will be discussed in Chapter 5.

By the same token, the more recent Swedish Government Architectural policy prefers to promote the notion of *designed environment* (2018)*, to complement the restricted meaning of architecture and avoid misunderstandings that would restrict grasping the broader picture. Therefore, the term architecture, even when it is understood as built environment design, has been losing strength as the policy subject expands to wider environments, where other concepts appear to better portray the complex set of interactions, rules and norms involved in the design of the built environment.

As will be discussed in the following Chapter, an important issue in cross-national comparative research is the correspondence of concepts across different socio-cultural contexts, as they constitute the basic ingredient of any research endeavour providing

common reference points for identifying and grouping phenomena. In fact, concepts are used as categories for collecting and sorting information and its operationalisation allows the development of theory and enables the test of hypothesis through empirical inquiry (Rose, 1991). Despite the difficulty in identifying conceptual equivalence in dissimilar contexts, Rose (1991a) argues that it is possible to develop comparative analysis across nation states by identifying concepts that are functionally equivalent among different contexts, which in turn will provide a suitable conceptual framework for conducting comparative analysis (Mangen, 1999; Rose, 1991).

This issue is particularly relevant for this investigation. As discussed above, the concept of architecture is not equivalent across nations, which raises a conceptual hardship in the selection and grouping of information from five different national contexts. To overcome this dilemma, it is important to make use of a sufficient holistic concept that may embraces all different meanings associated with the notion of architecture and the design of the built environment. In this view, this research deliberately uses the term *spatial design* along this report, which refers to design of spaces in a broad sense, crossing the boundaries of traditional design specialisms such as architecture, interior design, infrastructure, landscape design and urban design.

2. RESEARCH APPROACH AND METHODOLOGY

2.1 RESEARCH APPROACH: A CROSS-NATIONAL COMPARATIVE INQUIRY

As described previously, this research intends to analyse the impact of governmental leadership in design governance processes through the appointment of State Architect Team, or other similar institutional approach. To do so, it was decided to select five European states that would provide interesting examples of State Architect (or similar) teams, in order to examine their roles, instruments and impact. After gathering information on existing organisations, the research would then proceed to a comparative analysis on the main differences and similarities across the case studies, allowing to extract policy lessons about the different experiences and some conclusions on the added value of having a State Architect (or similar) team.

In this background, methodologically, this research is an exercise in cross-national comparative research. In the field of policy analysis, this methodology has been used, among others, to develop better insights on how to deal with policy problems by drawing lessons from the experience of other governments (Rose, 2005). Even so, the aim is not to copy their approaches but to learn under what circumstances and to what extent certain programs may effectively deal with a specific policy problem. The study of policy differences between governments regarding a shared problem offers several advantages, namely the opportunity to compare the strengths and weakness of different policies and draw lessons for other countries (Ibid, p. 4).

2.2 METHODOLOGY

According to Hantrais (1999), a cross-national comparative research is concerned with observing social phenomena across nations, to develop robust explanations of similarities and differences and to assess their consequences, whether for the purpose of testing a set of hypothesis in different settings, drawing lessons on policy experiences developed elsewhere, or just gaining better insights of how social processes operate (1999, p. 93). Following this reasoning, cross-national comparative research is a methodology that aims at making comparisons between countries regarding a given phenomenon.

Although at first sight cross-national comparative research appears to readily generate national findings that enable us to extract general conclusions on the role and impact of State Architects (or similar) teams, the interpretative effort dedicated to comparative analysis is not actually as simple as it may seem. As in all methodologies, cross-national comparative research presents several conceptual challenges and limitations, which will be addressed in Section 2.4.

In practice, a cross-national comparative research design does not imply a predetermined way to administer cross-national research. As in other approaches, research methods are generally tailored to the research questions, and, no less important, to the resources available. In this case, the research findings are the result of a research methodology that included desk-based research and semi-structured interviews with key stakeholders in the different case studies.

In this framework, the research work was divided into three phases, spread between July and October 2018. The first phase sought to take stock of the existing design governance landscape (identifying relevant stakeholders, architecture and spatial design policies, informal policy tools, etc.) in each of the chosen European states. As result of this, a brief review of the architecture policies development was carried out at the beginning of each section on Chapter 5.

However, unpacking the policies' discourse and gathering information on the existing structures did not provide proper information on 'how' the State Architect (or similar) Teams work in practice. Therefore, the second

phase sought to collect different views on the main virtues and limitations of the State Architect Teams in a real-life context, or other spatial design policy units that may exist, the range of tools available and impact extent, through a series of semi-structured interviews to the key players in each of the case studies (see below).

The final stage sought to produce a report on the main research findings, namely, a brief review of the architectural policies and of the role and tools of the State Architect Teams or equivalent spatial design institutions in each of the case studies. This was followed by a cross analysis of the role and instruments of the State Architect Teams across the first three cases studies, as well as a discussion on the similarities and differences of the design governance systems and spatial design leadership across the all five case studies. Finally, some conclusions were drawn.

Selection of interviewees

The selection of the interviewees was based on the following rationale; firstly, the State Architects themselves in the three states where this position was in place (Ireland, Flanders and Scotland). In the two states where there was no such position, it was decided to interview the senior officer leading the correspondent unit or division (Denmark and Vienna). Secondly, it was decided to interview key stakeholders working at senior level in other spatial design institutions in the different countries/states, to have an external viewpoint on the role, instruments and impact of the State Architects (or similar) Teams, such as: architecture cultural organizations, national design champions and architects' professional bodies. Interview invitations were sent by email to those institutions within the five case studies. Due to the short time available, it was only possible to carry out 13 telephone semi-structured interviews (see list on the right).

List of Interviews

Ireland

Office of Public Works / State Architect

Kathryn Meghen
Royal Institute of the Architects of Ireland (RIAI) / CEO

Scotland (UK)

Ian Gilzean
Scottish Government / Chief architect

Karen Anderson
Architecture and Design Scotland (A&DS) / CEO

Denmark

Birgitte Jahn
Danish Agency for Culture and Palaces / Ministry of Culture

Tinna Saaby
Copenhagen City Council / City Architect

Tine Weisshappel Holmboe
Danish Association of Architectural Firms / Chief Officer

Vienna (Austria)

Gerhard Jagersberger
Federal Chancellery / Department for Visual Arts, Architecture, Design, Fashion, Photography and Media Arts

Barbara Feller
Austrian Architectural Foundation / Director

Franz Kobermaier
Vienna Architecture and Urban Design Department / Director

Flanders (Belgium)

Leo Van Broeck
Flemish Government architect / State Architect

Olivier Bastin
Royal Federation of Belgian Architects' Associations / CEO

Sofie de Caigny
Flanders Architecture Institute (VAI) / Director

2.3 SCOPE

The research study covers five European states: Ireland, Flanders (Belgium), Scotland (United Kingdom), Denmark and Vienna (Austria) (see Fig. 1). The first three states were selected due to the fact of having a State Architect Team operating within their administration for several years; in the cases of Flanders and Scotland for almost twenty years. The remaining two, Denmark and Vienna (Austria), were chosen because they did not have a position of a State Architect Team, which could provide interesting counterpoint examples of other ways by public authorities to exercise spatial design leadership through the use of innovative institutional arrangements.
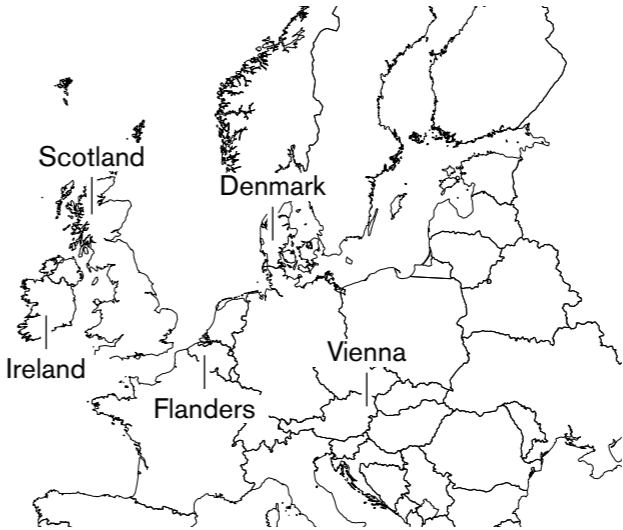

Fig. 1 – European location of the five case studies

In terms of administrative structures, the present study covers two unitary administrations (Ireland and Denmark) and two federal administrations (Austria and Belgium). For the latter, it was decided to examine only one state of each country as building and planning policy are state competences. In Belgium, it was decided to study Flanders because of the Flemish Government Architect. In Austria, it was decided to study Vienna as it is Austrian capital city, which in turn would be equipped with a more diversified design policy tools than the remaining eight Austrian states due the higher level of financial and human resources usually delegated to a capital city. In the case of Scotland, the administrative structure of the UK is quite unique as it includes four countries, each with their own system of administrative and geographic demarcation.

2.4 LIMITATIONS

The methodology chosen for this research has some limitations. First, as in any cross-national comparative research design, an important issue is the equivalence of concepts across different socio-cultural contexts (Hantrais, 1999, p. 104). Concepts constitute the basic ingredient of any research endeavour as they provide common reference points for identifying and grouping phenomena (Rose, 1991). The problem in cross-national comparative research is that not all concepts travel well across cultural and linguistic boundaries because the same term may embody different meanings and the same set of ideas may be categorized under a different term. This is the case of the German term *baukultur,* which will be referred to in the case of Vienna, or the term *placemaking* also referred to in the Irish and Scottish contexts. To be able to accommodate the different meanings associated with the concept of architecture and urban design, the main concept used for the present study was *spatial design* (see Chapter 1).

Second, due to the short period of the time available to carry out this research (3 months) it was only possible to interview two to three people in each state, which diminish the diversity and richness of viewpoints about the role and impact of State Architects (or similar) Teams. Considering that spatial design policy is shared by several levels and sectors of the state, it is difficult to perceive the real impact extent of the State Architect (and similar) teams across the administrative structures as well as the wider system of production, without a deeper examination of the current situation in each of the case studies. Therefore, in future research, it would be recommendable to carry out a higher number of interviews per case study, to increase the range of the individual viewpoints, including both private and public stakeholders as well as actors from the consumer and producer side of the market.

Third, the semi-structure interviews were mainly made by telephone or videoconference (skype), which decreases the openness of the replies and slightly restrains the communication flow between the interviewer and the interviewee. However, due to time and budget limitations it would have been impractical to travel to each of the countries/states to collect the information in person. Therefore, in future research, it would be advised to carry out face-to-face interviews with main actors and stakeholders in each of the case studies to obtain information that is not easily collected via telephone interviews.

3. THEORETICAL FRAMEWORK

Although this chapter does not offer a literature review on the topic of spatial design leadership, it intends to make a brief incursion on the debate around the governance of design, which will be used as a framework to explore and discuss the different models of State Architect (or similar) teams that exist within the five case studies. To do so, the present chapter is two folded. A first part will start with a brief discussion about the governance of design and the legitimacy of the state to intervene in the design of the built environment. In addition, it will present a typology of design governance tools. A second part will explore the notion of design leadership ending the chapter with a small discussion on the role and skills of individual design champions.

3.1 DESIGN GOVERNANCE AS A RESEARCH AGENDA

3.1.1 The governance of design

The design of the built environment is the result of continuous intervention of a wide range of actors and decision-makers involved in the production of the built environment. Almost all urban interventions are based on capital accumulation mechanisms as they demand high financial investments and require previous careful planning and conscious forethought. Since each actor has its own interests, goals and motivations, the development process is marked by a constant negotiation system leading to a fragmented and pluralistic decision process (Adams, 1994: 2). This in turn leads to a complex process of bargaining and negotiation over often divergent interests and over how design quality came to be interpreted by the different stakeholders. Within these processes, spatial design professions (architecture, urban and landscape design) are essential tools for achieving successful built outcomes. However, several external factors, such as site constraints, client's aims and regulations have a strong influence on the choices made by designers, who have to reconcile all these requirements and come up with a coherent and appealing solution.

Among the vast number of agents that intervene in these processes, the public sector has the responsibility to guarantee the enhancement of the public realm and to promote a sustainable development. Based on these broad principles, the public sector seeks to regulate the development process and promote the efficient use of resources through the planning system, building codes and other regulations, and the provision of infrastructures and services (Carmona et al., 2003, p. 227). By setting the public policy and regulatory framework it provides the context for private sector investment decision-making.

Although there is a widespread agreement on the value of architecture and good urban design, this goal is not fully shared by the several players that intervene in the built environment and more broadly the general public. As the values and practices of market actors have a major influence on the design quality of places, the public sector has also the potential to influence the quality of places through the use of non-statutory instruments, such as information, education and management. So, the public sector has a powerful influence on the design of the built environment through the use of building and planning policy, by imposing a huge amount of design regulations but also by the mobilization of resources to influence actor's behaviours and change mind-sets towards better built outcomes.

Nevertheless, it is widely recognized that in the last decades there have been significant changes in the role of the state in society, in which market forces play an increasingly important role. The rise of neo-liberal ideas, deregulation, privatization of public services and public-private partnerships have all contributed to a loss of power of the state. Despite these developments it is argued that the role of the government should be maintained and in particular should be inspirational, leading by example (Harvey, 2008; Nelissen, 1999). Therefore, the role of the government has extended to a new dimension: besides defining the regulatory framework, it also takes an active role of leadership, disseminating a message of quality and promoting the general public's appreciation of architectural, urban and landscape culture.

In this sense, the term governance rather than government has gained popularity because it embodies the notion that a whole range of institutions, actors, tools and relationships are involved in the process of governing – a notion that better portrays a new way of thinking about state capabilities and state–society relationships (Pierre & Peters, 2000). In fact, the concept of governance reveals that the state actors must operate in a new ways (Rhodes, 1997), which should not be 'based on the use of authority and sanctions of government' (Stoker, 1998). Consequently, rather than command-and-control, the public sector's principal instruments become those of bargaining, negotiation and persuasion (Steve Tiesdell & Adams, 2011).

In this context, the concept of *design governance* fits well to this new way of governing, changing the emphasis in policy delivery from (direct) management to (indirect) enablement. Matthew Carmona (2016) defines *design governance* as the 'process of state intervention in the means and processes of designing the built environment in order to shape both processes and outcomes in a defined public interest'. This means that the role of the state is much more than just 'controlling' or 'guiding' design and development form. As will be discussed, the public sector has the potential to influence the development process and the quality of the built environment through the employment of a wide range of statutory and non-statutory functions.

3.1.2 Design quality: the need for public intervention

Architecture and urban design are all around us and, even if not intentionally, everything is designed. This means that the design quality of our buildings and places has a direct effect on people's quality of life. However, the processes involved in the production of

the built environment tend to somehow diminish the importance of design quality in favour of economic factors, resulting, more often than not, in unsatisfactory environments. Acknowledging that this situation is ecologically and socially unsustainable, one of the main challenges ahead is how to change the current system of production and its embodied values so as to produce more sustainable, economical and socially equitable built outcomes. To address these concerns several countries have developed national architectural policies recognizing the value of good design and setting up public bodies to promote better quality environments.

Before exploring the policy tools available to the state to promote high quality environments, it is necessary to address the broader question of the public sector's legitimacy to intervene in the processes of designing the built environment. From an urban planning perspective, public intervention and regulation of urban development are seen as necessary responses to market failure (Adams, 1994). Therefore, the public sector has, in principle, the responsibility to protect the public interest as the market alone cannot ensure good quality environments (Carmona et al., 2003). The problem of this equation is that the public interest is a complex concept and in matters of architecture and urban design most of the times there is no consensus on what constitutes good design. For this reason, public intervention in design processes, particularly in issues of design control has been the cause of much conflict and tensions between public and private actors, typically with architects and planners in opposite sides (Hall, 1996, p. 1).

The most persistent critique of design policy is based on the argument that design is essentially a subjective discipline. In this view, any attempt to influence design through statutory processes is inevitably value-landed and arbitrary and constrains design freedom and private property rights (Carmona et al. 2003). However, most of the criticisms about design control focus on aesthetic and stylistic aspects of development neglecting important aspects of urban design, such as functionality, integration, etc. Based on the argument that design is largely a subjective matter and generally regarded as a 'no-go' area for planners, some local authorities use this as a justification for not offering more constructive advice about what good design might be (Ibidem, p. 36). In this sense, the debate about design control which focuses only on issues of architectural design and external appearance is a narrow view. Instead, design control should focus on an overriding concern with urban design over architecture (design of buildings) and aesthetic issues (Carmona, 1996).

Nevertheless, the design quality of the built environment – buildings, streets, parks and public spaces – has a deep effect on people's wellbeing because everyone uses buildings and their surroundings in their daily lives. Consequently, the design quality of the built environment is a matter of collective interest (AAP 1996). As Simmons (2008, p. 2) points out: 'No building exists only for the people who paid for it or who use it. Every-
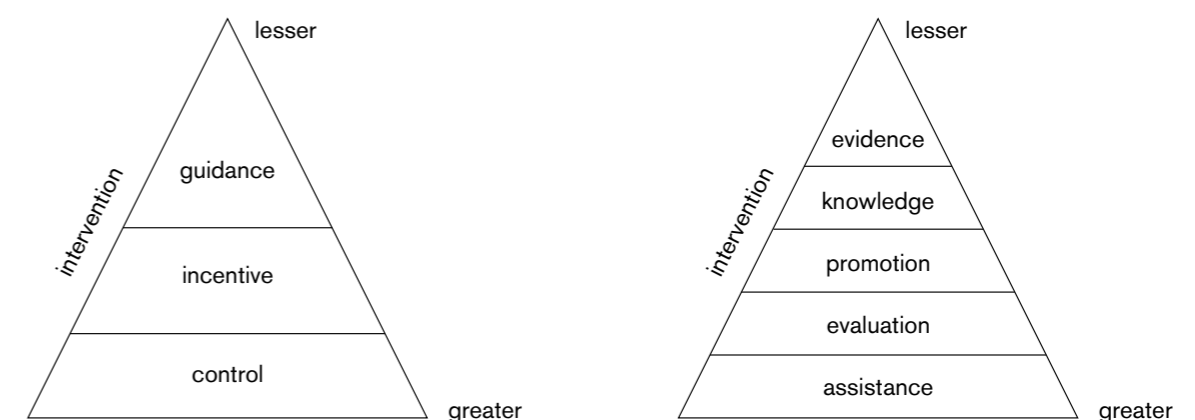

Fig. 2 - Formal (left) and informal (right) tools of design governance, ordered by degree of intervention. Adapted from Carmona (2017, p. 6 & 19)

body has to live with it. Streets and parks belong to us all.' This means that although many organizations and individuals have an interest in the design and use of places, design quality cannot be solely a matter of particular individuals. As a consequence, the conflict of interests existing in society about the urban form and environment need to be mediated by the public sector in order to guarantee an effective balance between particular and public interests. As Hall (Hall, 1996, p. 2) notes: 'quality in the context of urban design is a public matter and must (…) be derived, wholly or partially, from the public interest and must also be a legitimate concern of local government organizations.'

Assuming that public intervention on the design process is a condition to safeguard the public interest, the debate on design policy and control is not about the need for 'some type of intervention but rather about the methods employed and the exact nature of design that is being controlled' (Hall, 1996, p. 2). Hall (1996) suggests that if design quality is an important aspect for the quality of life of citizens, then it is legitimate for the public sector to attempt to influence and improve the design quality of developments, mitigating inequalities and safeguarding the public interest. This means that the need for public intervention in design processes is justified by the inherent limitations of the development process.

The functioning of the market alone is not able to generate qualified urban environments. In general, developers are strongly guided by commercial interests and market considerations, which do not assume a longer-term view (AAP 1996). Aiming to appropriate the development value of sites, their objectives are essentially financial and short-term (Carmona et al., 2003, p. 223). Therefore, public sector intervention and regulation of the development process is a natural response to the dysfunctions of land and property markets (Ibidem, p.238). This means that some form of public intervention and regulation of development is inevitable.

3.1.3 The design governance toolbox

One of the strategies to face the issue of design quality is to adopt a mix of policy tools, which can address different development actors and stimulate a beneficial circle of production. What exactly those tools are, however, or how they might be classified, remains an open question. Different typologies have been proposed in relevant literature but there is no widely accepted consensus as of yet. For the purposes of this report, we propose the typology presented by Carmona (2017) as a useful model of examining the types of instruments,

approaches and actions that might be employed by policy makers to influence the production of urban environments – a 'toolbox' for design policy.

Carmona's work is built upon two foundations: his continued examination of design policy literature over the last years (e.g. Carmona, 2017; Carmona et.al., 2016) and, on the other hand, his study of the work of CABE (Commission for the Built Environment), an advisory body operating in England from 1999 to 2011. The particulars of CABE's work are slightly out of the scope here, and of course not easily generalizable outside its particular national context. The academic research that builds on this work though provides, we believe, a categorisation that transcends the original case study and can be useful when examining the role of State Architects and similar organisations.

The first distinction that Carmona makes in building his typology is one between *formal* and *informal* tools. Formal tools are tied to the regulatory responsibilities of the state, as legally defined – they are, in other words, designed to execute what is required of the state. Informal tools, on the contrary, are discretionary, optional. This is the major distinction that determines where particular methods are placed in the toolbox. Beyond that, a second distinguishing aspect is defined as the *degree of intervention* that a tool is built for – in a relational definition of *lesser to greater* (see Fig. 2).

This is a combination of the target of each tool as well as its 'directness'. Some tools focus more on the 'product' of urban design (specific sites or projects) and are intended to help shape a particular outcome (hence, direct). Others focus more on the 'process' of creating urban spaces, on influencing the decision-making environment within which choices about particular places are made. These are the more indirect tools, whose impact is likely to be long-term and diffused; whereas direct, product-focused tools are more immediate and clear-cut in their impact (Ibid, pp. 4-5). This is not to say that direct or formal tools are better though, quite the contrary. In fact, part of the significance of this typology lies in its recognition of the importance of informal tools and the long-lasting impact that they can have.

This typology then specifies three categories of formal tools (guidance, incentive, control) and five categories of informal ones (evidence, knowledge, promotion evaluation and assistance). Very briefly outlined, *guidance* mainly includes design standards and coding, *incentive* is about subsidies or bonuses and direct investment, while *control* refers to planning applications and permits, developer contributions, or consent. Again, these are of course mainly defined to respond to the

particulars of the UK planning system, but direct analogies can be made to other systems in the EU.

On the informal tools side, *evidence* refers to the research or audit capabilities of governmental or advisory bodies. *Knowledge* includes the creation of best practice guides, case studies libraries or education & training initiatives. *Promotion* is about awards, campaigns and partnerships. *Evaluation* includes different types of reviews and certifications, as well as, potentially, competitions. Finally, *assistance* might involve financing of projects or the direct help of a public official to applicants shaping a proposal (always via transparent procedures).

In almost all real-life scenarios, it's unlikely that just one of these tools would be enough to accomplish a desired outcome – a mix-and-match approach would normally by necessary. Circling back to the position of a State Architect (or similar), it's also highly likely that the intended outcome would have much more to do with *indirect* effects (for example, influencing the behaviour of actors involved in the development process) rather than direct ones (changing one particular project, for instance). It's therefore plausible to suggest that the State Architect position involves the use of the informal tools, as defined in this typology, equally if not more than the use of formal ones.

To better understand which are the main instruments used and initiatives proposed, the next chapter will review the role of State Architects in a transversal perspective, providing practical examples of State Architects in Europe and beyond. Before that, the following section will discuss the notion of spatial design leadership and the role of design champions.

3.2 SPATIAL DESIGN LEADERSHIP

3.2.1 Place leadership as a tool

The discussion on the concept of leadership and the set of attributes it entails has gradually transformed into a specialized field of research in management, business and organizational literature. Management manuals usually define leadership as a process in which one individual influences a group of individuals towards a common goal (Collinge & Gibney, 2010). In this perspective, leadership encompasses the ability of an individual or an organization to lead or guide other individuals, teams or organizations. Nevertheless, according to Northouse (2010), the notion of leadership tends to have multiple dimensions and approaches depending on the context it is being used. Addressing this issue, after an extensive literature review, Winston and Patter-

son (2006, p. 7) offers the following integrative definition of leadership:

"A leader is one or more people who selects, equips, and influences one or more follower(s) who have diverse gifts, abilities, and skills and focuses the follower(s) to willingly and enthusiastically expend spiritual, emotional, and physical energy in a concerted coordinated effort to achieve the organizational mission and objectives".

In this view, leadership is closely associated to the idea of movement and getting a body of followers to move in an intendent direction to achieve an institutional goal. In management literature, the concept has also been associated to the idea of design leadership where the strategic value of design has become increasable important in differentiating products that companies cannot afford to ignore (Turner, 2016). Companies such as Apple or Audi are usually credited with appreciating the value of design quality and providing design leadership.

In the scope of planning theory, place leadership has been entangled within urban governance and collaborative planning literature (Healey, 1998), namely it's implication in place-making (Collinge & Gibney, 2010). Within this field, there is a huge amount of literature examining the role of regions and local authorities as 'place-shapers' with responsibility for developing the local economy and the built environment. Considering that local authorities and politicians have an important role in the definition of urban areas, strong and committed place leadership has the potential to enhance place-making in the city. Frequently, city mayors are referred to as visionary place leaders with strong interest in better urban spaces (e.g. Mayor Pasqual Maragall of the city of Barcelona) supporting the relationship between quality of place and the ability of areas to attract population, investment, employment and visitors (UK, 2016).

In this context, place leadership involves creating the right conditions under which better places emerge and setting the urban agenda, enabling better built outcomes (Adams & Tiesdell, 2013). Successful local place leaders are able to coordinate and communicate a vision of a fairer, more efficient and sustainable city. In addition, place leaders have the ability to balance the economic as well as the environment and social qualities of place. Therefore, place leadership is important in place-making as it drives action towards a certain goal in the future, reducing possible risks and increasing public participation (Ibidem). According to Adams &

Tiesdell (2013), there are four specific tasks that characterize good place leadership:

- *Promoting a place-making culture* – convincing politicians, stakeholders and the public to move further beyond standardized regulations as a means to achieve place quality

- *Charting a vision for the future* – providing specific goals to achieve in service of a wider agenda for better places

- *Influencing and motivating people* – explaining the specific value of creating better places for different groups and engaging them in the process

- *Mobilizing resources* – facilitating partnerships that might be able to provide the necessary resources for projects

Although this study does not intend to review the growing literature on this topic, the notion of place leadership is useful for the discussion on the role of the government in promoting better designed environments, namely the role the State Architect teams plays and the impact it may have on the wider system of design governance. Considering the complex interplay of public and private stakeholders that are continuously contributing to the transformation of the built environment, the way that public authorities position themselves towards the development process - as either a more passive or proactive actor - will have a determinant effect on the overall quality of places. If government wants to play a leading role in the design and place agenda, it needs to assume its responsibility in placemaking and provide spatial design leadership.

Table 1 - Spectrum of archetypal design champion roles

	Design advisor	Change agent/design champion
Role	• More limited • Design support – to increase design capacity/skill level, and to provide design support for mainstream development management/control planners	• More expansive • Change agent – to provoke, enable and lead organisational culture change
Focus	• Operational, detail • Engagement with planning as a • reactive development control/ • management activity • Architectural and urban architectural • design (first-order design)	• Strategic, broad brush • Engagement with planning as a proactive city-making/place-shaping activity • Urban design and place-making (second-order design)
Timespan	• Continuous – permanent salaried position	• Temporary – time-limited appointment
Activity	• Direct (hands-on) involvement with projects, planning applications, design review, pre-application negotiations, design/development briefs	• Involvement with visions and organisation cultural change at the strategic level
Profile	• Less public, less high-profile role • Limited engagement with local media	• More public, more high-profile role • Significant engagement with local media

(Source: Adapted from Tiesdell (2011, p. 237))

3.2.2 The role of design champions

As will be discussed in the next chapter, in some countries there is an old tradition of having a State Architect (in some referred to as Chief Government architect) while in others this position has just been recently created to champion design across public administration. For example in the UK, several organizations have been appointing individuals to act as proactive champions of better design, entrusted with leadership, educational and advocacy roles (Tiesdell, 2011).[2] Addressing the same aims, several countries has also created organizations to act as express design champions, such as the case of the Architecture and Design Scotland (A+DS), which will be discussed further ahead in this report, or the former Commission for Architecture and the Built Environment (CABE).

In this sense, the idea of 'design champion' embraces individual positions as well as organizations. Examples of the former include individuals appointed as design champions within national or local authorities (state or city architects) and private companies, generally supported by advisors and administrative staff. Examples of the latter may include an entire department or advisory board inside a public organization, a non-departmental public body (NDPB) or a non-profit private association. This means that the role of design champion may be performed by an individual as well as an organization dedicated to promote and advocate for better places. Although this research is focused on State Architects, which are entrusted to champion design inside public administration, the concept of 'design champion' will be useful for this research because it helps to frame different policy instruments that government may use to offer spatial design leadership across the five case studies.

3.2.3 Mission of design champions

Looking at the British context (although this problem can be found in other countries too), Tiesdel & Adams (2011) notice that the lack of design skills within local planning authorities has long been a concern of the design community, developers and policymakers. In this sense, appointing a design advisor (and other design staff) was a practical way of addressing this skills deficit. Analysing the role of 'design champions' in local authorities in the UK, Tiesdell (2011) propose that the role of design champions can be positioned in a spec-

trum - from a more limited role of the 'design advisor' to the more expansive one of 'change agent' or 'change leader', as outlined in Table 1 on the left.

In one side of the spectrum, in its narrowest sense, the design advisor "operates within, and adds capacity to, the statutory planning system and is primarily development-control-oriented, supporting 'mainstream' planning officers during pre-application discussions on development projects and thereafter on negotiations and report writing on formal applications" (Ibidem, 2011, p. 237). Assuming a more proactive role, it is possible that the appointed design advisor may also 'help shape design policies in development plans, development/design briefs and area strategies/frameworks and masterplans' (Ibid.).

On the opposite side of the spectrum, some local authorities may appoint a design champion as change agent, with a much more ambitious role. According with the two authors, this is a "strategic and political role, in which the change agent develops a vision of positive change and leads a project to transform an organisation by getting people – politicians, local authority officers, the local design and development communities, amenity groups and the general public – to think differently about place-making; to alter everyday working practices; and ultimately to achieve better outcomes on the ground" (Ibid.).

Not all cities and municipalities require such an enhanced role to be assigned to their design champion, of course. Where a place-making culture is already well rooted it might well be more beneficial to have advisors operating at the more limited end of the spectrum. In other locations though, a larger project of change might be required, to establish, for instance, new and innovative regulatory / planning frameworks for real estate development – and to trigger a wider cultural change in the way place-making and place quality are regarded, for all of which the 'change agent' role is a key part of the project.

3.2.4 The skills of individual design champions

As mentioned in the previous section, appointing a design champion is a capacity-building instrument, which represents an 'investment' in "strategic capacity and typically involving organisational culture change" (Ibidem, p. 237). In 2006, the former CABE published a small booklet, directed to house builders, arguing for the importance of the appointment of a 'design champion' within their corporation with responsibility for delivering design quality. In CABE's perspective, the purpose of a design champion would be to "promote

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2   According to CABE, in 2006 there were design champions in England and Wales in 65 per cent of local authorities, 78 per cent of primary care trusts, 67 per cent of local education authorities, 83 per cent of police authorities, and a growing number of volume housebuilders (CABE, 2006).

good design in every area of the organization, ensuring that design issues play a central role in corporate strategy and deliver demonstrable commercial benefits" (CABE, 2006).

In this sense, it is argued that the added value of design champions is not just for high-profile projects but to embed design quality concerns within the everyday working practice of the organization, as dedicated and determined leadership is required to be able to create places with consistently good design quality. According to CABE (2006), the key duties of a design champion should include:

· leading from the front and generating enthusiasm for good design promoting the value of good design as a catalyst for innovation and customer satisfaction;

· ensuring that all relevant staff are aware of the external advice available from public bodies providing a visible point of contact for external organisations and internal discussion.

More specifically, a design champion should be/have:

· an executive or a non-executive board member knowledgeable about design and able to persuade colleagues both within the organization and in the wider industry of the commercial and social benefits that design quality offers;

· able to work with all relevant teams within the organization;

· able to see the bigger picture and help develop a corporate vision;

· a commitment and passion for good design;

· significant professional experience of design or a recognised design qualification;

· technical support available within the organization;

· an understanding of the industry context and commercial relationships across the supply chain (Ibid,).

Although most of the characteristics listed above are quite ambiguous, they are relevant for the discussion about the set of skills that a design champion should have, to enable organisational culture change. As discussed earlier on the concept of leadership, a design champion must be a person who is able to convince others to change their way of doing things, towards a specific direction. For achieving this, the level of power or influence on others as well as the type of resources available will be decisive elements. First and foremost, the design champion's place on the hierarchy will determine their authority within the organization, and therefore also the extent to which they are able to connect different departments and maintain high standards and consistency of approach – all of which requires a higher-level position.

Secondly, the professional experience of design or a recognised design qualification will be a relevant attribute of the design champion. Most followers, in this case, built environment professionals will only pay proper attention if they recognize enough design skills and competence in its leader. Personality and motivation will also be important characteristics of those key actors whose role it is to champion design. A person without a sincere passion and commitment for good design will not be able to persuade colleagues both within the organization and the wider system of production of the commercial and social benefits that design quality can offer.

As will be seen in the case studies where there is a State Architect office in place, the selection process for the State Architect position is very demanding, following a series of steps and interviews procedures based on multi-criteria assessment, evaluating things such as personality, ability to solve complex problems and communication skills.

4. THE RISE OF STATE ARCHITECT TEAMS

The previous chapter introduced the theoretical background on design governance and spatial design leadership that will be used as a framework to analyse the different models of State Architect (or similar) teams on each of the five case studies. Considering the aims of this research – to examine the role, instruments and impact of State Architect teams (or similar bodies) in fostering spatial quality and a place-making culture -, this chapter intends to provide a snapshot of the different State Architect teams in Europe and beyond. As was the case with design champions, the position of State Architect team is an old tradition on several countries and states around the globe, while in others this position as just been recently created. Similarly, the main functions vary across these local contexts as each position tries to address specific local issues and particularities, but there are certainly also common elements and apparent influences across regions and borders.

4.1 THE ROLE OF THE STATE ARCHITECT

At the global level there are many national and state governments that have a public official within its administrative organisation entitled 'State Architect' or 'Chief Government Architect' (for now on, only referred as State Architect). The State Architect is often supported by a small team composed of a group of officials and administrative staff, whose size and structure varies according with its specific competencies (Bento, 2012). The State Architect and its subordinates usually form an organizational unit with the same name of the State Architect (e.g. the Office of the State Architect, Division of the State Architect, Chief Government Architect Team, or similar).

Although the specific competences and areas of responsibility of a State Architect vary according with the national/state context, they normally involve responsibility for the design and/or construction of public buildings. With expansion of the welfare state, governments needed to plan and built a wide range of public facilities, such as administrative buildings, schools, universities, hospitals, medical centres, justice courts, defence and security buildings, etc. Therefore, there was a practical need to have someone responsible for the design of public buildings, usually within the Office of Public Works or similar body in charge for the planning and development of public amenities. This means that the State Architect will work closely with other technical departments constituted by a wide variety of professionals (e.g. structural and safety engineers, surveyors, urban planners, etc.) as well financial or law departments.

However, the need for proper facilities for performing state activities is shared by all sectors and levels of the administration, involving almost all public policies of the state, such as education, health, justice, defence, etc. In many countries, each sectoral area has its own small public works department responsible for the management and maintenance of their sectoral building stock, while in other countries this is centralized in major building and property agencies[3].

Regardless of the size and distribution of the architecture pie slices, most of these state departments do not have the capacity to prepare the designs and specifications for larger public (as in, state-owned) building projects. In this sense, the office of the State Architect helps in the process of selecting and overseeing the work of architectural firms contracted by the state. Following this phase, in some cases it also helps reviewing and approving designs prepared by private-sector architects.

Taking in consideration the wide range of sectoral departments involve in design, the role of the State Architect is to provide leadership and strategic advice to Government to improve the design of public buildings and spaces. Besides planning and designing public buildings, the State Architect is also usually called to provide advice to the government about building regulations or other related legislation. It also contributes to policy and design advocacy, namely in the definition and development of architecture and built environment policy.

Although the specific functions of a State Architect may vary from state to state, it may include:

- Preparing designs and specifications for state-owned building or renovation projects;
- Selecting and overseeing the work of architectural firms contracted by the public sector to prepare designs and specifications for state-owned building projects;
- Reviewing and approving designs prepared by private-sector architects for buildings owned by the state such as schools, courts, hospitals, etc;
- Providing advice and participate in the development of building codes and regulations;
- Developing and managing public funds for state building construction programs;
- Coordinating and providing inspection programs for public building projects.

It should be noted that the State Architect (or similar) teams are normally separated from the licensing board or professional institutions responsible for regulating the profession through rules of admission (like exams) and for licensing practicing architects in the country/state. In some countries, such as in the United Kingdom, a person may only practise or carry on business under any name using the word architect if it has the title of architect registered at the Architects Registration Board.

4.2 THE STATE ARCHITECTS IN EUROPE

Specific case studies from Europe are of course the focus of this report, presented in later sections. For a brief overview of State Architects globally however, it would be useful to take here a very quick glimpse across the European panorama. This is just regarding specifically the role of state or government architects, in example places where that exists; and not the formal government structures dealing with architecture & built environment policy, such as ministries or departments – although there are many cases where such departments take on some of the roles mentioned in the previous section, to varying extents.

The Netherlands have had a Chief Architect since the beginning of the nineteenth century, under one name or another (Netherlands, 2006). Nowadays, the Dutch Chief Architect is assisted by a Board of Government Advisors and a small staff team. Among other tasks, the Chief Architect promotes and monitors the urban integration and architectural quality of all government buildings, harmonizing architecture with urban and rural planning, monument preservation and the use of art works.

The position of the Chief Architect of the Netherlands later served as influence for regions of Belgium to establish their own version of the post, called 'Bouwmeester', starting with Flanders at the end of the 1990s, which is one of this research case studies. Then in 2007 the position was also introduced in Wallonia leading to the creation of the 'Architecture Cell of the Wallonia-Brussels Federation' and kept spreading across the country. In 2009 the Brussels Government chose their own first Bouwmeester for a five-year term, Charleroi followed soon after and Gent is expected to follow suit.

In a case that will also be discussed in more detail later, the Irish policy established the position of State Architect in 2009, essentially as an upgrade of the previous position of 'principal architect' within a specific department. Elsewhere, while the position does not officially exist today, Iceland's first State Architect Gudjón Samúelsson (1887-1950) designed important public building such as the National Theatre.

More recently, in September 2018, Sweden´s government has appointed it first national architect, who will be responsible by the supervision of the new national architecture policy for Sweden[4].

4.3 STATE ARCHITECTS ELSEWHERE

In the United States of America there is a long tradition of chief architect office. At the federal level, there is a chief architect for the Public Buildings Service (PBS), of the General Services Administration (GSA). Considered one of the most influential architectural roles in the government, the chief architect oversees thousands of PBS owned and leased assets. At the state level, there are several states that have the position of State Architect: Ohio, California, Colorado and Tennessee, to mention just a few.

The Division of the State Architect (DSA) of California provides design and construction oversight for public schools, community colleges, and various other state-owned and leased facilities. The division also develops accessibility, structural safety, and historical building codes and standards utilized in various public and private buildings throughout the state of California.

The Office of the State Architect (OSA) of Colorado is statutorily responsible for the administration of state funded planning, construction, energy conservation and real estate transactions at state agencies and institutions of higher education. Additional responsibilities include: establishing policies and procedures, providing technical support and training, recommending the annual controlled maintenance state-wide budget and state agency capital construction budget requests to the Governor's Office of State Planning and Budgeting and the Capital Development Committee of the general assembly.

The other place where the position of State Architects is well established is Australia. Australia employs a Government Architect for each of its territories except for Tasmania, where the position was established 2009 but went under review and finally lapsed when its holder resigned in 2012[5]. New South Wales, Queensland and Western Australia have had Government Architects (under various names) since the 19th century, while the Northern Territory, Victoria and Capital Territory positions were created after 2000.

Each territory office is different, with slight variations in its role and responsibilities. In general, though, the government architects' duties involve providing advice and expert opinion/evaluation on particular projects as well as fostering collaborative relationships with external bodies (universities, cultural foundations etc.). Advice and consultation are provided to other governmental bodies; government architects might assess private development proposals but they don't, as a general rule, engage with private developers in the design process. Also shared across territories is the responsibility to champion design quality and to promote the role of, and appreciation for, architecture and urban design.

Finally, one rather unique element in the Australian case

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3   Danish Building and Property Agency

4   Sweden's National Bill for architecture and design (Prop. 2017/18: 110)

5   https://www.architectureanddesign.com.au/news/industry-news/tasmanian-government-architect-resigns-position-un [accessed 20/09/18]

that is worth mentioning specifically is that the Government Architects are connected through a formalised network, the Government Architects Network of Australia (GANA)[6]. This is a national collaborative exchange platform, with annual meetings, whose aim is to facilitate knowledge and information exchange between the different offices and to enable them to benefit from each other's experience, skills and resources.

4.4 OTHER SIMILAR STRUCTURES

Several countries have been supporting cultural organizations directly engaged with the promotion and awareness of architectural culture. One of the main aims of the architectural polices is to create a favourable climate for the generation of design quality. To do so, they aim to raise awareness of the general public, which in turn will have an impact on the quality of the built environment by raising consumers (clients, buyers, communities) expectations about the quality of design. In this sense, the recognition of the importance of communicating the value of Architecture to the general public has led several governments to financially support new cultural organizations, mainly through the ministries of culture, obtaining the remaining funding from privative sponsorship and donations.

In this sense, cultural institutions have been developing programmes targeting different audiences, such as young generations (via school workshops, teaching materials etc.), professional designers (lectures, debates, etc.) and wider public (exhibitions, open houses, TV programmes, etc.). Although the scale and concept differ between the different bodies, their main objective is to present and provide information about architecture and urban matters, creating spaces for debate about the future of the built environment.

To ensure that design quality is a core aim of all state departments and agencies many cities and municipalities have created an architectural advisory body to promote design quality within the public sector. The configuration and competence of these bodies changes considerably from country to country depending on administrative structure and preferences of domestic actors. Nevertheless, all have the general principle that the state should lead by example, being a role model for society as a building promoter, client and property owner.

A characteristic example is that of Scotland and the A+DS, which was briefly mentioned already and will be revisited when examining this case study. A+DS

was established particularly to champion the highest standards in architecture and placemaking, advocating a better understanding of the importance of quality design in both the public and private sectors. A+DS works through six programmes to advocate the benefits of excellence in design, including urban design, design review, school design and healthcare design. Other similar examples from different national contexts include the following:

Ministerial Advisory Group on Architecture and the Built Environment (Northern Ireland)

In 2006, the Northern Ireland government adopted the *Policy for Architecture and the Built Environment* and in 2007 established a publicly appointed group of professionals. Now comprising a Chair, 7 Members and 21 Specialist Advisors, the Ministerial Advisory Group (MAG) advises on the implementation and development of the Policy.

The MAG Group undertakes its roles in a number of ways including: briefing and design workshops, design reviews, consultation responses, site visits, symposiums, position papers, research, advising and working with government departments and district councils

Cellule Architecture (Wallonia – Belgium)

The missions of the Cellule architecture are articulated around three main objectives:

I. *Guarantee architectural quality in buildings and spaces accessible to the public*, by promoting a creative architecture, integrating environmental and energy performance, and by using the disciplines associated with architecture such as landscape, furniture design and signage, scenography, etc.

To achieve this, the Architecture Unit accompanies the implementation processes of the designer designation contracts (assistance with the drafting of programs, identification of constraints, establishment of favourable conditions for the smooth running of teams' competition, communication, etc.). The objective is to give the buildings of the Wallonia-Brussels Federation to those it co-finances or whose design it accompanies an exemplary value for the community.

The Architecture Unit has developed a series of standard documents in a practical guide (choice of procedure, terms of reference, timeline, organization of the jury, pre-analysis framework for the

files, sample selection PV and attribution, etc.) that facilitate the work of local operators. Meetings with the Walloon regional tutelage have also clarified its position, which is now in line with this way of proceeding.

II. *Support and develop the integration of works of art in public buildings;* for which we will not go into detail here, and finally,

III. *Promote architecture as a cultural discipline*, through a policy of implementation and support for both public and private initiatives involved in the identification, promotion and enhancement of architecture and its associated disciplines

MIQCP | Inter-ministerial Mission for the Quality of Public Buildings (France)

MIQCP was created in 1977 to promote quality in the public construction sector, which is considered to include any new or maintenance work on buildings, infrastructures and open spaces under the responsibility of the State or local authorities. MIQCP works mainly by bringing together different actors involved in built environment projects, and its specific actions fall under five key themes:

i. *Client involvement*, where the main goal is to mobilise all clients and to foster productive relationships with state and local authorities, using its position as an impartial body to mediate where necessary. In this, the MIQCP acts as the expert consultant, involved in the all stages of the development process prior to actually breaking ground, as well as in design competitions.

ii. *Contribution to the evolution of procedures,* which refers to general and specific regulatory frameworks. MIQCP advises on the preparation of legislation, engages with professional bodies and acts as a resource centre open to public clients and project consultants.

iii. *Training and increasing awareness,* which includes training courses and consultations open to clients and professional bodies, on themes such as the challenges of maintaining design quality and the training of jury members for competitions.

iv. *Communications,* including undertaking and publishing research, weighing in on current problems, issuing recommendations etc.

v. and finally, *sharing experience on an international level*, by promoting the French concept of 'savoir-faire' beyond the nation and participating in discussions on harmonizing policy and practices across Europe.

Local architecture advisory bodies

Some countries have created local architectural advisory bodies dedicated to promoting design quality at the local level. Some of these bodies give free technical advice to clients and local authorities as others charge a small commission for their expert service, such as helping to set up architectural competitions (Bento, 2012). For example, the Netherlands created the Architectuur Lokaal foundation, an independent centre of expertise and information devoted to commissioning building development in the Netherlands. This lightweight structure (10 people) is subsidised by four Ministries concerning architecture (culture, town planning, environment and transport), and is in contact with both public and private clients: these include the local authorities as well as real estate developers and private individuals involved in building operations. AL mission is to act as a link between national policies and local practices, to help local agents apply national policies as well as incorporate local practices and experience into national decisions.

City architects

Several municipalities have appointed City Architects to develop work as local authority design champions explicitly tasked with providing design leadership. According with Tiesdell (2011), design leadership involves cultivating the conditions under which place-making rises up the urban agenda, enabling better outcomes on the ground. As will be seen in the Danish case, there are 7 cities in Denmark that have appointed a City Architect. The same has happened in The Netherlands, where several cities created with this position, as well as in other northern European countries. For example, Riga's City Architect Office has the following mission:

"to facilitate well-balanced and sustainable development of Riga's urban environment by improving the work of municipality in supervision of architectural quality – upgrading the set of administrative instruments and maintaining a regular, open, timely, comprehensive and professional

discussion about the ideas and projects that are significant to the community and popularising the best achievements in Latvian architecture in other countries and cities." (Riga, 2005)

Although with a different nature, the Mayor of London Sadiq Khan has just appointed 50 Mayor's Design Advocates to work on the Good Growth by Design programme, an architecture and spatial design strategy of Great London Authority. According with the Mayors webpage, the aim is for London's public organisations to create quality buildings and public spaces that will enrich London's communities now and in the future. They will support London authority and address the challenges facing's our built environment.[7]

5. SPATIAL DESIGN LEADERSHIP IN PRACTICE: FIVE CASE STUDIES

As discussed in the previous chapter, the position of State Architect and its supporting teams has long been established in several countries and states around the world (e.g. USA or Australia). In several others, the State Architect is a relatively recent position within national or state public administration. In addition, in the European context this is still the exception and mostly a northern European phenomenon. As such, some questions can be raised about the role and importance of such a position. Which are the practical advantages of having a State Architect? Does government need a State Architect position to deliver good spatial design leadership? If yes, what are its main competences and instruments? Last but not least, what has been the impact of State Architects on processes of design governance?

This is the type of questions to which this chapter will try to provide an answer. As explained in Section 2.3, besides three states that have a State Architect team – Flanders, Ireland and Scotland – it was decided to also select two additional states that do not have such a position – Austria and Denmark –, with the aim to explore their design governance system, the design advisor teams that may exist and the way in which governmental spatial design leadership takes place. Following this approach, it would be possible to compare models of spatial design leadership that feature State Architect teams with models that provide spatial design leadership in other ways.

In this context, this Chapter will describe the five selected case studies. For each of them, there will be a brief description of the public policy on architecture and objectives, the main actors and its design policy tools, as well as other relevant actors. The following chapters will carry out a comparative analysis on the different models found, in their main differences and similarities. The first (Chapter 6) will discuss the main advantages of having a State Architect team, the main policy instruments and any limitations. The second (Chapter 7) will look across the five case studies and discuss the importance of spatial design leadership. Finally, a last chapter will present some conclusions on the role, instruments and impact of States Architect (or similar) teams in fostering a placemaking culture.

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7   https://www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/about-good-growth-design (accessed 15/8/2018)

5.1 THE IRISH CASE

5.1.1 The architectural policy of Ireland

The development of the first Irish architectural policy goes back to early nineties, when a working group of experts was set up within the Royal Institute of the Architects of Ireland (RIAI) to prepare a policy draft and deliver it to the government. These efforts led to the establishment of a governmental interdepartmental working group that developed a public consultation document, which was approved by the Council of Ministers in 1996. This first step represented a major milestone for the Irish policy development as, for the first time, Ireland had an official document at the national level recognizing the social and cultural importance of architecture.

Fig. 3 – Irish public consultation document on architectural policy (1996)

Despite these initial steps, it would take seven years for the adoption of the first formal Irish architectural policy. In 1997, four months after the consultation process, a first architecture policy statement was approved setting the basis for an action programme. However, due to several political changes, only in 2000 a new interdepartmental working group was established to define concrete policy actions and initiatives. Finally, in 2002, Ireland's first policy on architecture was adopted, under the title: *Action on Architecture 2002-2005*.

Fig. 4 – First Irish architectural policy (2002)

As its name suggests, the first formal Irish architectural policy defined a programme embracing action. The pol-

icy's main aim was '*to place architecture higher on the political and cultural agenda and in so doing to remove impediments to the achievement of a built environment of good quality*' (Ireland, 2002, p. 5). However, at the end of its implementation period in 2005, the policy's lack of practical results began to come to light. One of the reasons for this was a strong restructuring of the Irish government in 2002. The Department of Arts ceased to exist and the architectural policy responsibilities were transferred to the new Department of Environment, Heritage and Local Government. Consequently, only some of the actions envisaged would come to fruition (Mee & Wakely, 2008, p. 24).[8]

Nevertheless, the architectural policy action 11, which provided for the creation of a new Virtual Architecture Centre, would facilitate the establishment of the Irish Architecture Foundation (IAF), in 2005. As such, in an indirect way, the first Irish architectural policy facilitated the creation of the IAF, enabling an institutional partnership between public and private actors in which everyone contributed with a certain amount to support the new Irish Architecture Foundation financially, which agreement is still maintained today.

After the implementation period of the first architectural policy, which ran from 2002 to 2005, work on the development of a revised policy on architecture commenced. In October 2007, the government appointed a steering committee with representatives from a broad spectrum of the public and private sectors and three focus groups. A series of public consultation meetings coordinated by the IAF were held throughout the country, and a website was created as part of the public consultation process. Finally, in June 2009, the government adopted the new policy entitled *Towards a sustainable future: Delivering quality within the built environment*.

Fig. 5 – Second Irish architectural policy (2009)

8   One of the few Architectural policy actions delivered was the creation of a biennial award aimed at young practitioners.

Building on the previous policy, the 2009 policy document introduced 15 new key policy statements, placing more emphasis on sustainable development and urban design. As such, the concept of *place-making* is more central than in the previous version. Nevertheless, it continues to 'encourage and support high quality modern architecture, incorporating architectural heritage in a holistic, integrated manner' (Ireland, 2009, p. 2). In addition, the new policy continues to promote 'awareness and understanding of the contribution of good design to the daily life and well-being of society as a whole' (Ibidem, p. 6). The revised policy contains 45 actions divided into six parts, covering a number of recurring themes. Its implementation programme extends for seven years and the execution of its actions is distributed among several public and private stakeholders.

Unlike the first period, there was a strong commitment from the government to implement the policy action plan. One of the factors that contributed to the good levels of success was the ability to work across different departments. Considering the transversal aims of the GPA, one of the main difficulties in policy implementation is to get enough political support to be able to persuade the different departments and state agencies to follow and execute the assigned policy actions. As will be seen, this problem cuts across all the case studies.

One of the first actions that was put in place was the change of title of the Principal Architect in the Office of Public Works (OPW) to State Architect of Ireland (GPA Action 6). Besides the change in the title, the State Architect also held a higher position in OPW hierarchy. To improve the co-ordination of the policy implementation, two structures were also established: 1) an Advisory Committee, a high-level advisory group of stakeholders/partners to advise the government on policy actions delivery and implementation; and 2) the Implementation Group, an inter-sectoral platform that managed aspects concerning the implementation of the actions as required. In addition, to administer the policy and better coordinate the actions, it was decided to have a full-time person responsible for monitoring the policy actions on an ongoing basis. The higher number of actors involved in the delivery of the actions is noteworthy, which may be a problem if the partners do not collaborate. This will be examined in the next chapter.

5.1.2 The State Architect of Ireland: role and instruments

As mentioned above, one of the first measures put in place by the second Irish architectural policy was the

change of title from Principal Architect in the Office of Public Works (OPW) to State Architect of Ireland. According to the Irish architectural policy (2009), the State Architect is responsible for 'leading and managing the OPW architectural team, with oversight of the architectural input to construction projects, maintenance of the quality of the fabric of the state's property portfolio and the conservation of heritage properties in state care, as well as being the main advisor to the Government in relation to architectural matters.

The Architectural Services division of the OPW is in charge of architectural design, construction and support services for most public facilities except schools and hospitals, and develops a wide range of projects, including major restoration and refurbishment projects for historic properties and cultural institutions, office accommodation for government departments and other agencies, police stations, prisons, social welfare offices, etc. Besides managing the Architectural Services, the State Architect role also includes the following functions:

·   advising on the implementation of the Architecture Policy Actions;

·   contributing to the Government Construction Contracts Committee (GCCC) to developing procurement and contracting policies in support of design quality in State funded projects;

·   advising on legislation and regulations affecting quality in architecture and the built environment;

·   give unrequested advice regarding the design quality of all infrastructural programmes.

In this sense, the State Architect assumes a multi-faceted role leading the Architectural Services of the OPW and promoting a culture of best practice inside the state. In short, his role is to champion design quality in public buildings, similarly to other States Architects elsewhere (see chapter 4).

At first glance, the change of the title by itself does not seem to have much impact on how the other state departments manage the design quality of their own construction works. However, the current State Architect mentioned that the new title has given him a stronger position inside the government as well as the ability to persuade other departments to raise the design quality of their projects (2018: interview). In fact, the State Architect sits at the board of OPW administration at the same level as the other first line directors reporting directly to the general manager. Therefore,

his power of influence across OPW was reinforced in terms of hierarchy, which also give him more status inside the wider public administration (Ibidem).

The current State Architect of Ireland mentioned that the new title has brought on a reinforced authority to demand better buildings from other departments, which otherwise would not feel obliged to receive advice from someone outside their organization (2018: interview). In this framework, he mentioned that the status of State Architect has helped him in several situations, for example in meetings with different groups or in making an argument for the need to pay greater attention to design quality (Ibidem). Regarding public agencies responsible for public-private partnerships for example, which generally say that they do not have to follow his advice because they are a different organization, the State Architect explained that "if they do not [agree to] raise the design standards he would go to the office of the Prime Minister and complain that they are not cooperating (ibid.)."

An additional perspective on the significance of the title was offered by Kathryn Meghen, the director of the RIAI, who pointed out that it also carried a symbolic importance, both within the country and as a senior representative abroad (2018: interview). In her words, "it shows an acknowledgement by the government that they value what architects have to contribute" (Ibid).

In terms of his position within the official government structure (as opposed to an independent role found in other case studies), the Irish State Architect (2018: interview) believes that it is vital for his work, mainly because it means he gets to be part of policy making early on in the process. In his view, having his office be part of the formal government structure means that the State Architect is not a political appointment, affiliated with any particular party, and can therefore ensure consistency and maintain his influence as expert across government changes.

Following the discussion on chapter 3 about design leadership, it is possible to conclude that the position of State Architect, attributed to someone with a recognized 'professional status', plays an important role in championing design quality throughout the governmental structure. To achieve this, it is necessary to have a continuous action that is not awarded legal status and cannot be measured in terms of specific outputs. Most of these soft actions include informal talks with key actors, convincing them for the need to raise standards and adopt a long-term approach towards a more social and environmentally sustainable built outcomes.

Selection procedure

The position of State Architect in Ireland is a seven-year mandate. According to the State Architect, the selection and appointment procedure is very demanding, including several stages and interviews (2018: interview). Applicants are required to take an aptitude test and, in the final stage, to present their vision for what they want to achieve during their tenure and answer questions on that. The application is publicly advertised and open to anyone, including international applicants.

5.1.3 Other relevant actors

Built Heritage and Architectural Policy Unit / Department of heritage

The Built Heritage and Architectural Policy Unit is responsible for the development and cross-sectoral coordination of the Government Policy on Architecture 2009-2015 implementation, which involves ongoing interdepartmental and agency co-operation. The work requires the involvement of: the Department of the Environment, Heritage and Local Government; the Department of Education and Skills; the Department of Arts, Sport and Tourism; the Department of Finance; the OPW, professional bodies and institutions such as the RIAI and the IAF; state agencies etc.

It also assumes the following functions and services:

• Providing an administrative, policy and legislative framework to protect architectural heritage as a national resource;

• Promoting increased public awareness and appreciation of architecture and national built heritage;

• Ensuring that built heritage is conserved, managed and planned, for an effective, sustainable management of heritage resources;

• Promoting best practice in contemporary architecture and urban design.

Irish Architecture Foundation (IAF)

As mentioned, in an indirect way, the first Irish architectural policy facilitated the creation of the IAF, enabling an institutional partnership between public and private actors in which everyone contributed with a certain amount to support the new IAF financially (Table 2).

Table 2 – Principal Core Funding Contributions to IAF in 2008

Source	Amount €
Arts Council	58,000
DOEHLG	60,000
Dublin City Council	30,000
Office of Public Works	30,000
RIAI	50,000
TOTAL	**228,000**

(based on the Report of the Arts Council *Public Engagement & Architecture*, 2008)

Following the discussion on chapter 3, IAF constitutes a national design champion promoting the cultural value of architecture and advocating for better design in the built environment. Among several initiatives aimed at broader audiences, it organizes expositions, educational programmes, etc. According to its website, the IAF is a "focal point for the many people and organisations that wish to champion the power of architecture to transform lives and improve the places where we live and work. Through a programme of self-initiated events, it inspires people to become thoughtful and engaged stewards of the visual landscape."

As such, the IAF has become an important player in the Irish context. Recalling its mission, its strategic focus is to promote the value of architecture and engage the public in design. Soon after its establishment, the IAF managed the Loving Architecture festival (2005) and since 2006 it has managed the Open House, offering the public an opportunity to visit buildings of architectural interest. In 2008, the IAF was responsible for managing the public consultation process on behalf of the government, aimed at informing the development of a new national architecture policy, while also co-curating Ireland's entry to the Venice Biennale of Architecture.

Considering that IAF is a small organization, with only two full-time staff, its importance seems to exceed its current capabilities. The Foundation is linked to the State Architect's office, by means of financial as well as operational support and board membership. As in other case studies, this relationship between the State Architect team and an external cultural body seems to be beneficial for both parties.

Arts Council / Architecture division

The Architecture division of the Irish Arts Council promotes a national programme entitled 'Engagement with Architecture', which provides funding for specific architecture culture initiatives aiming to enhance the public's experience of architecture. They also offer travel & training awards as well as an open call for experimental, ambitious projects. These schemes can be awarded to architecture-related projects, but they are open to a range of artistic fields and practices – and, as such, it's not the built environment per se that is their focus, rather the cultural dimension of architecture.

Royal Institute of the Architects of Ireland (RIAI)

The RIAI is the professional body responsible for the regulation of the profession, ensuring that standards are put in place and upheld. They are also active in two further areas, supporting and promoting. Supporting refers to the representation of the views of Ireland's architects on a wide range of industry bodies and international organisation, while promoting includes events and awards, producing guidelines for architectural practice and supporting its members.

Kevin Street Divisional Garda (Police) Headquarters

Architect:
OPW Architects

Year: 2018

Location:
Dublin, Ireland

Photographer:
Artur Sikora

Ceide Fields Visitor Center

Architect:
OPW Architects

Year: 1993

Location:
County Mayo, Ireland

Kevin Street Divisional Garda (Police) Headquarters

Architect:
OPW Architects

Year: 2018

Location:
Dublin, Ireland

Photographer:
Artur Sikora

Waterford Courthouse

Architect:
OPW Architects

Year: 2018

Location:
Waterford, Ireland

Masterplan And Landscaping For Backweston Laboratory Campus

Architects:
OPW Architects

Location:
Celbridge, Co.kildare, Ireland

Year: 2005

OPW grant funds the Irish Architectural Archive to the sum of €30,000 annually

The mission of the IAA is to collect and preserve material of every kind relating to the architecture of the entire island of Ireland, and make it available to the public.

The collections housed by the Archive comprise the largest body of historic architectural records in Ireland and as such constitute a vital national cultural resource. They include the most significant body of historic Irish architectural drawings in the world, with in excess of 2.5 million drawings and related documents ranging in date from the late seventeenth to the early twenty-first centuries. Also housed in the Archive are over 500,000 photographs, making it one of the largest collections of photographs in Ireland, and an extensive reference library, with more than 25,000 items of printed matter. The holdings of the Irish Architectural Archive contain material - primary or secondary - on every notable Irish architect, on every important Irish building period or style, and on most significant buildings in the 32 counties of Ireland.

Wexford Garda (Police) Regional Headquarters

Architect:
OPW Architects

Year: 2018

Location:
Wexford, Ireland

Photographer:
Aisling Mccoy

Conservation maintenance and management works at Skellig Michael (Sceilg Mhichíl) (Unesco World Heritage Site)

Architect:
OPW National Monuments

Location:
Ireland

The Blasket Island Visitor Center

Architect:
OPW Architects

Year: 1993

Location:
Dun Chaoin, Dingle Peninsula, Co. Kerry, Ireland

Office Accommodation

Architect:
Grafton Architects

Year: 2009

Location:
Dublin, Ireland

Photographer:
Denis Gilbert

Refurbishment of the National Gallery of Ireland

Architect:
Heneghan Peng

Year: 2017

Location:
Dublin, Ireland

Photographer:
Marie-Louise Halpenny

The Marine Institute Headquarters

Architect:
OPW Architects

Year: 2006

Location:
Oranmore, Co. Galway, Ireland

Wexford Opera House

Architect:
OPW Architects and Keith Williams

Year: 2008

Location:
Wexford, Ireland

The State Laboratories

Architect:
OPW Architects

Year: 2005

Location:
Backweston,
Co. Kildare, Ireland

Contributing to the production of building standards covering the 'Conservation of Fuel and Energy – Buildings other than Dwellings' along with other government departments

Year: 2017

Drogheda Courthouse

Architect:
OPW Architects

Year: 2017

Location:
Drogheda, Ireland

The Restoration of the Palmhouse Complex

Architect:
OPW Architects

Photographer:
Ross Kavanagh

Year: 2004

Location:
National Botanic Gardens,
Dublin, Ireland

EU Food And Veterinary Building

Architect:
OPW Architects

Year: 2002

Location:
Grange, Co. Meath, Ireland

Letterkenny Courthouse

Architect:
OPW Architects

Year: 2017

Location:
Letterkenny, Co. Donegal, Ireland

Doolin Coastguard Station

Architect:
Dominic Stevens Architects With
Dorman Architects

Year: 2014

Location:
Doolin, Co. Clare, Ireland

Photographer:
Ross Kavanagh
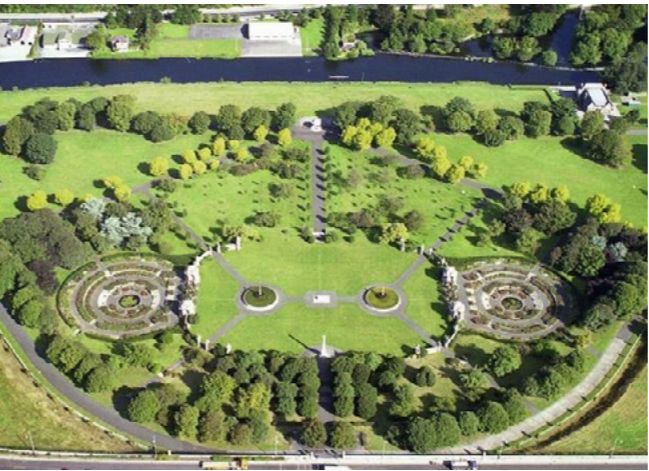
Commemorative Bridge Competition

Architect:
To be announced pending result of
completition (feb 2019)

Year: 2018

Location:
Irish National War Memorial
Gardens, Dublin, Ireland

Open House Event, organised by Irish Architecture Foundation (IAF) is an architectural festival where buildings are opened to the public over a 3 day period in October every year

The OPW participates, assists in
the organisation and part funds
the event.

The events in 2018 saw over
31,088 visits to 170 events across
Dublin.

A total of 29 no. OPW operated
buildings took part attracting
9,112 visitors

OPW grant aids the IAF €30,000
annually

Wexford Courthouse

Architects:
Newenham Mulligan & Associates
(Nma) And Wejchert Architects

Year Of Completion:
2018

Location:
Wygram Place, Wexford

Photographer:
Fionn McCann

Advisory Role:

The Office of the State Architect
has participated in an advisory role
on a number of significant public
infrastructural projects including:

The National Children's Hospital

The Central Bank Headquarters
Building

5.2 THE SCOTTISH CASE

In terms of administrative structure, Scotland has had its own devolved Parliament and Government since 1998, with the power to legislate in all areas of policy except for those overarching ones reserved to the UK government (such as immigration, foreign policy, and defence). The devolved government runs the country in relation to all other matters; its responsibilities include health, education, justice, rural affairs, housing and the environment[9].

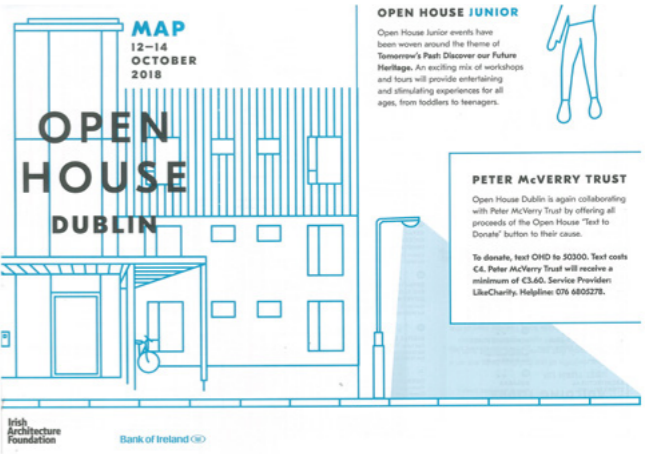The government is structured into a number of directorates which, with their internal divisions as well as via related public bodies, are responsible for putting policy into practice[10]. Planning and architecture are a responsibility of the Local Government and Communities Directorate, as a specific policy area and, organisationally, a separate division operating under a Chief Planner. Within that operates the internal division of Architecture & Place, headed by the Chief Architect, whose functions run the gamut of built environment aspects, from housing and heritage to community engagement, promotion and advocacy or development delivery[11].

5.2.1 The architectural policy of Scotland

The development of the Scottish architectural policy started with the Scottish devolution process in 1997. Within this process, the Government Programme, drafted by a coalition agreement between the Labour Party and the Liberal Democrats, included the following initiative: "*We will develop the first ever national policy on architecture*' (Scotland, 1999)[12].

In September 1999, four months after the Scottish elections, the new Executive published a framework document for public consultation entitled '*The development of a Policy on Architecture for Scotland'*, setting out the issues, the range of policy objectives and actions (Scotland, 1999).

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9   https://www.gov.scot/About (accessed 15/8/2018)

10   https://beta.gov.scot/about/how-government-is-run/ (accessed 15/8/2018)

11   https://www.gov.scot/Topics/Built-Environment/planning/Roles/Scottish-Government/SG-contacts/TeamStructures (accessed 15/8/2018)

12   The idea of developing a formal architectural policy was in part influenced by several architectural major events at the end of nineties: the national debate on the design of the new Parliament building, which was animated by the results of an international competition and exhibition; the Glasgow year of architecture and the recent establishment of a national centre for architecture and design, The Lighthouse.

Fig. 6 – Scottish public consultation document on architectural policy (1999)

Under the coordination of the Chief Architect's Office, a series of public meetings was held across Scotland to collect views and comments on the policy document (LGC, 2000). Following the consultation period, the first architectural Policy in Scotland was formally adopted by the Parliament, in 2001.

The main aim of the Scottish policy was 'to seek improvements in the quality of Scotland's buildings, both public and private, and in the quality of the built environment' (2001, p. 4). To achieve this broad aim, the policy advocated for a wider recognition of the importance and value of good design identified five key objectives. To achieve these objectives, the Scottish policy established 40 government actions intended to help raise awareness of the value of good building design and to promote recognition of the importance of architecture (Scotland, 2005).

Fig. 7 – First Scottish architectural policy (2001)

One of the first policy outputs was the establishment of funding to deliver a wide range of activities, events and initiatives in support of architecture. In 2005, the Architecture and Design Scotland (A&DS) was established as an independent national champion for good archi-

tecture, design and planning in the built environment. Considered a major policy achievement, A&DS took over and expanded the activities of the Royal Fine Art Commission for Scotland (RFACS). The role of A&DS will be explored further ahead.

In 2006, the Scottish Executive published a strategy on the future of cultural policy. There was a commitment to 'develop and launch a new architectural policy statement, with a strengthened role to influence the quality of the built environment' (2006, p. 53). In 2007, a new architectural policy document was adopted. Although the new Scottish policy was only signed by the Culture Minister, it stated that there was a need to expand the policy scope to a wider urban design agenda placing an emphasis on the broad concept of place-making (Scotland, 2007, p. 10). As such, the scope of the revised Scottish policy was expanded to the whole built environment advocating an urban design approach.

Fig. 8 – Second Scottish architectural policy (2007)

The main aim of the second Scottish policy remained basically the same but with greater focus on place quality and sustainability. The policy argued that poor design still remained evident in many parts of Scotland, mainly in the periphery of cities (Scotland, 2007). Hence, there was a need for a reinforced architectural policy that could stimulate a virtuous circle of production, promoting more awareness of the added value of design.

In 2008, the Scottish Government created a new Directorate for the Built Environment, bringing together interests on planning, building standards and architecture. As part of this reform, the *Architectural Policy Unit* merged with the *Design Division of Planning* to form the new *Architecture and Place Division* (APD). In May 2012, the APD published a paper to underpin a public consultation process discussing how architecture and place could help provide a better quality of

life. After several public meetings, the Scottish Government adopted a new Architecture and Place Policy, in June 2013.

Fig. 9 – Third Scottish architectural policy (2013)

The revised policy was signed by the Culture Secretary and the Minister for Local Government and Planning. Thus Scotland had, for the first time, a national inter-ministerial policy for the built environment. Despite the new scope and strategy, the third Scottish policy builds upon the solid foundation of the previous policies, maintaining more or less the same conceptual framework, objectives and tools. Nevertheless, the Chief Architect (2018: interview) referred that:

"this more close connection between planning and design policy was made possible due to team work resultant from the new Architecture and Place Division."

About the cultural connections and engagement objectives, the revised policy continues to encourage debate on the role of architecture and to enhance the understanding of building design through several cultural programs, mostly delivered by A+DS. As such, A+DS continues to have a pivotal role with regard to the implementation of architectural policy through its enabling activities and services of design review, both at the national and local level.

In terms of implementation mechanisms, the Policy on Architecture Progress Group (PAPG) was established to provide a permanent platform to assist in the co-ordination of initiatives across departments, to monitor the success of the policy actions and to provide a forum. Due to the transversal nature of architectural policy, the position of Chief Architect and the existence of an interdepartmental platform appear to be a critical strategy to turn design quality into a corporate aim across government.

5.2.2 The Chief Architect of Scotland: role and instruments

The position of Chief Architect already existed within Scotland's public administration before the Scottish devolution process in 1997. Nevertheless, in May 1999, after the regional elections to elect its deputies and constitute a Government, the Scottish Executive took possession and started working on a draft for the first national Scottish architecture policy, under the coordination of the Chief Architect's Office. In 2001, with the formal approval of the first Scottish architectural policy the Chief Architects Office became the Architecture Policy Unit (APU), with the Chief Architect of Scotland as head of the unit.

In this context, APU had the co-ordinating role on architecture and building design quality issues, across Executive Departments and beyond, developing stronger links with external bodies. Adding to this, in 2004, the Minister of Culture established the *Policy on Architecture Progress Group* to inform Executive decisions on initiatives to take forward the implementation of policy commitments and to provide a platform to assist in the co-ordination of initiatives between built environment bodies in Scotland and representatives from across Executive Departments. The Group also had the task of monitoring the success of actions taken and providing a networking forum.

As mentioned earlier, in 2008, the Scottish Government created a new Directorate for the Built Environment, bringing together interests on planning, building standards and architecture. As part of this reform, the *Architectural Policy Unit* (APU) merged with the *Design Division of Planning* to form the new *Architecture and Place Division* (APD), which means that the same governmental unit was now in charge of both the Architecture and Place policies.

APD is led by the Chief Architect and its main role is to promote quality in design and the built environment, namely, by advising Ministers on design aspects of planning and for the development and implementation of policies on design in the built environment. A key focus of the Chief Architect team is the promotion of the importance of design considerations in reaching planning decisions. The Chief Architect also takes forward programmes which link good design in the built environment to the goals and objective for the Directorate for the Built Environment. In sum, the role of the Chief Architect and its supporting division is to help turn policy intentions into action, with a view to:

- create successful, thriving and sustainable communities;
- deliver better public buildings which contribute to improved service delivery and represent good value for money; and
- tackle the barriers to good quality development, through education, skills and advocacy.

To do so, APD promotes best practice in planning, architecture and design by assessing authorities' performance, namely through the planning performance framework, and also by funding external organisations and supporting a number of events, awards and competitions:

- Performance

APD publishes quarterly and annual statistics on timescales and approval rates for planning applications. These statistics also provide information on local reviews and enforcement activity. All planning authorities, and seven of the key agencies, prepare an annual Planning Performance Framework (PPF) report which provides a measurement of quality of the planning service and how it can be improved. APD also assess the reports against a set of 15 key performance markers. In this framework, APD prepare an annual Planning Performance Framework (PPF) report; the Directorate for Planning produces an annual review of the Planning and Environmental Appeals Division 2015-16.

- Funding: Architecture and Design Scotland

In 2017-18, APD provided funding of £1,670,000 to Architecture and Design Scotland (A&DS) to promote the value of good architecture and sustainable places in support of current policy. A+DS is an executive non-departmental public body (NDPB) which provides exhibitions, events and an education programme for the public as well as advice, resources and support to practitioners in the built environment sector.

- Awards & Events

The APD supports, in various ways, awards for: Quality in Planning, Best Building in Scotland (annually), Client of the Year (recognising the other side of architectural projects), a number of thematic ones (for housing design, positive impact in local communities, photography) and finally one for student design work. APD was actively involved in Scotland's contribution to the 2016 Venice Biennale, while at the same period they helped facili-

tate a year-long celebration of Scottish innovation and talent (Year of Architecture and Design 2016), and a specific Festival of Architecture as part of that. All these were delivered in collaboration with other cultural or industry bodies.

- Scottish Scenic Routes Pilots

The Scottish Scenic Routes pilot programme, launched in June 2013, has resulted in the design and construction of eight innovatively designed viewpoints at popular visitor spots. The proposals for each pilot site were selected through design competitions aimed at supporting emerging design talent. The initiative was supported by a number of partners.

According to the Chief Architect (2018: interview), its position is important to get different state actors involved in the policy formulation, to monitor the policy progress and improve inter-departmental co-ordination promoting design quality as a corporate aim. The Chief Architect also mentioned that he is able to work across departments, partly due to the relatively small, manageable size of the Scottish Government, and partly due the current administration's attitude towards inter-departmental cooperation – the desired goal, as he described it, is a model where "the departments won't really matter as much as what the outcomes are, and some of these outcomes are shared" (2018: interview). Per his descriptions, he works in close proximity to other departments, both operationally (towards common aims, such as improving education) as well as physically ("I can walk down the corridor and in a few seconds talk to colleagues in Education" – Ibid.), the latter being no less important.

Nevertheless, other interviewee mentioned that the Chief Architect could be placed higher in the governmental structure, to increase his or her capacity to demand higher design standards in other public agencies outside his department. This means that, despite the title and the small team that supports its activities, inter-departmental barriers will continue to be a difficult challenge if the Chief Architect does not have enough political support (Bento, 2017).

5.2.3 Other relevant actors

Architecture and Design Scotland (A&DS)

As explained, the Architecture and Design Scotland (A&DS) was established in 2005 as an independent national champion for good architecture, design and planning in the built environment. A&DS is an executive

non-departmental public body (NDPB) which delivers exhibitions, events and an education programme for the public as well as advice, resources and support to practitioners in the built environment sector. Considered a major policy achievement, A&DS took over and expanded the activities of the Royal Fine Art Commission for Scotland (RFACS). Inspired by the former English CABE, one of the A&DS roles is to develop *design review* at national level, which is a UK particularity.

In 2009, due to financial difficulties, most of the activities of The Lighthouse were transferred to A&DS. Throughout the years, A&DS continued to develop several projects. One of them was working with the Scottish Government Health & Social Care Directorate (SGHSCD) and Health Facilities Scotland (HFS) to support Health Boards and create better health buildings and places, by 'assisting those commissioning new, or substantially redeveloped facilities, to set strategic design standards for the project' (A&DS website, consulted July 2015). In 2017-18, the Scottish executive provided funding of £1,670,000 to A&DS to promote the value of good architecture and sustainable places in support of current architecture and place policy.

Interestingly, in all the case studies, state governments have set up a specific institution to champion the cause of good design, promoting the importance of architecture amongst wider audiences, working with planning authorities and the development industry. For the Scottish case, the Chief Architect commented specifically on the role of the A&DS, starting with a recognition that, as an external organisation, it has more freedom than his own office – to work with a wider range of clients, or directly with communities, for example (2018: interview).

Maintaining autonomy is then crucial for the role that these institutions play, but only as part of a balance where the other end is a close working relationship with the 'insiders', in this case the Chief Architect. The CEO of A&DS describes the position as "a voice that has an independence, but not an entirely separate view from the government. We are charged with delivering government policy and to advise on how to do that best, so that sits slightly different from the absolutely independent voice who might question government policy" (2018: interview).

Creating Places 2013: Cultural Connections

"The development of creative places should be encouraged as an effective approach to delivering high quality sustainable environments"

Example:
V&A Dundee – new design museum delivered as part of Dundee's waterfront regeneration, supported by Scottish Government grant of £25million. Architect Kengo Kuma

Photos:
Ian Gilzean

Innovative design and delivery of housing: Self and Custom Build Challenge Fund launched December 2017.

The Scottish Government is supporting seven pilots to encourage more user-involvement in the design of housing sites across the country. Images from the Dundashill presentation event. 6 architects were asked by the client, Scottish Canals to develop a custom-build prototype for the redevelopment of Dundashill adjacent to canal-side site in North Glasgow

Photo:
Scottish Canals

Designing Streets 2011: Street design must consider place before movement

The Scottish Government worked with house-builder Mactaggart and Mickel to demonstrate how 'Designing Streets' policy could be applied on an exemplar residential development in East Renfrewshire

Architect:
Proctor Matthews

Photo:
Kristen Anderson


Creating Places 2013

Engagement and Empowerment – Design processes should harness the knowledge of communities and encourage active participation in the design process to deliver accessible, quality places

Images: Westbank Street Design Workshop supported by Scottish Government grant to develop community led design proposal for a key site in Portobello, Edinburgh

Photos:
Ian Gilzean
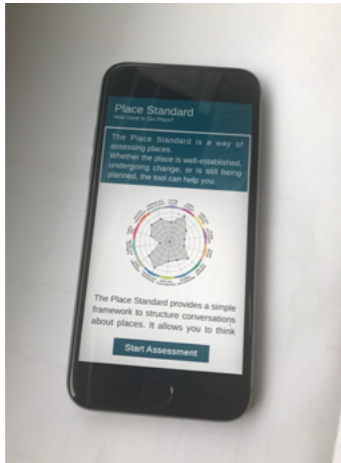
**The Place
Standard Tool**

launched December 2015: The
Place Standard tool provides an
accessible way for communities
to evaluate the quality of their
place from a quality and health
perspective. The Place Standard
tool has been extremely effective
in action and won the RTPI's
UK National Award Planning
Excellence Award in 2017. The
World Health Organisation
held a Healthy Cities Network
masterclass in Edinburgh in 2017
and the tool has been translated
into Danish and Dutch for use in
Denmark and the Netherlands

Place Standard masterclass –
Edinburgh City Council

Place Standard app accessible on
AppleStore

Place Standard in use on site in
Sydhaven, Copenhagen during
CityLink Festivall workshop
September 2017

Photos:
Ian Gilzean

International engagement

'The Happenstance' Scotland's
contribution to the 2018 Venice
Biennale at the Palazzo Zenobio
created a new garden and
resource for the local community
to reflect the overall curatorial
theme of 'Freespace'. As well
as creating a well-loved and
critically acclaimed event space,
the curators of The Happenstance
Wave Particle/Architecture and
Design Scotland showcased
creative collaborations between

artists, architects and young
people and the innovative
approach to co-creation of
under used spaces which has
been emerged in recent years in
Scotland

Photo:
Ian Gilzean

**Creating Places 2013:
Cultural Connections**

The Scottish Government worked
in partnership with RIAS on
the 2016 Year of Innovation,
Architecture and Design with
many events taking place
over the course of the year to
promote the quality Scotland's
built environment to international
visitors and engage the public at
home

Images from Scotland's Word
Cities Expo – 'pop-up' innovative
low cost pavilion installations from
a number European cities adjacent
to National Galleries of Scotland,
June 2016

Bergen pavilion

Dundee Pavilion architect
Kengo Kuma

Photos:
Ian Gilzean

**Scotland's Housing
Expo 2010**

Supported by Scottish
Government and Highland
Council, Scotland's Housing
Expo at Milton of Leys on the
edge of Inverness showcased
innovative sustainable housing.
Place-making, low energy design
and new construction techniques
were applied in the 50 house site
to engage the public about the
future of housing and provide a
well-designed alternative to the
standard housing developments
around the growing city of
Inverness. A mixture of housing for

sale and social rent were selected
after a design competition in
2007 and were opened up to the
public in August 2010 attracting
over 30,000 visitors. 8 years on
the housing is fully occupied,
the landscape has matured and
the Expo continues to act as a
reference point for innovation in
housing design

Masterplan by:
Cadell2

Photos:
Ian Gilzean

5.3 THE FLEMISH CASE

Flanders is the Dutch-speaking northern part of the Kingdom of Belgium[13], which is established as a federal constitutional monarchy with a parliamentary system of governance. Belgium is divided into three highly autonomous regions – the Flemish Region, the Brussels Capital Region and the Walloon Region – and three communities: the Dutch-speaking region of Flanders in the north, the French-speaking Wallonia region in the south, and the German-speaking cantons in the east[14]. Despite this division, the Federal Government continues to have several political powers, such as, foreign affairs, national defence, justice, finance, social security, etc.[15] The Regional and Community governments have a wide range of specific competencies: the Regional government is responsible for material subjects (housing, environment, space planning, economy, employment, mobility, infrastructure, etc.) and the Community government is responsible for personal issues (education, culture, sport, health, etc.).

In the case of Flanders, the Flemish government is the executive branch for both Flemish Community and Flemish Region of Belgium as their institutions were merged resulting in one Parliament and one Government[16]. Therefore, for the present study, the term 'Flanders' will be used to refer to the Flemish state in the wider sense, including all the administrative structures independently of divisions of competences that may occur at the state level.

5.3.1 The architectural policy of Flanders

Although Flanders does not have an architectural policy formalized into a document approved by the Parliament or the Council of Ministers, considering a wider notion of public policy, the Flemish architectural policy has been formalized through the adoption of several specific policy documents and by the establishment of two architectural institutions, namely, the Flemish Government Architect in 1998 and the Flanders Architecture Institute (VAI) in 2001.

Some years before, the Government started to develop efforts to promote architecture and urban design with the publication of "Flanders Architectural Yearbooks" in 1993. Since then, every two years, the Department of Culture supports this publication, which gives an overview of recent architectural designs and public spaces together with essays on important issues and developments in the field of architecture and urbanism in Flanders. For this, a group of experts is appointed inside and outside the country to make a meaningful selection of buildings and public spaces for inclusion in the Yearbook (Schreurs, 2000, p. 63).

Nevertheless, it was noticed that in seven years there were only six government buildings in the yearbooks. Despite the government's good intentions to promote better built environments, there was little evidence of higher standards in public building policy (Ibidem). This means that the Flemish government had the practical challenge of leading by example, demonstrating its commitment to design quality through its own buildings. In practical terms, there was a need to place design quality as a corporate aim across Flemish complex public administration, which did not "show the slightest interest in architecture as an expression of contemporary culture or as an instrument for a sustainable use of space. Government commissions were regarded as infrastructural work and implemented with a logic of an engineer." (Vervloesem&Sterken, 2006; in Ibelings, 2009).

According to Schreurs (2000), it was a continuous criticism of the quality of public buildings in Flanders that led the then Minister of Finance, Budget and Health Policy, Wivina de Meester, to take the first step towards the development of a Flemish architectural policy. To tackle this state of affairs, partially influenced by the example of The Netherlands, that had a Chief Government Architect, the Flemish Government decided to create a similar position to promote a culture of best practices inside public administration and beyond: "It was clearly part of an articulated political willingness to change something in the region and to shake of the stigma of belonging to one of the ugliest country in the world." (Ibelings, 2009)

The main role of the Flemish Government Architect was to provide long-term support to regional government in preparing and implementing an architectural policy that would promote high quality environments in Flanders (Schreurs, 2000, p. 63). The Government Architect was required to 'stimulate and inspire Flemish architectural awareness, as a way of increasing a cultural responsibility on the part of authorities, the relevant industry and the public' (Ibidem).

Appointed in 1999, the first Government Architect, Bob Van Reeth, one of the most prominent Flemish architects, who fulfilled this function from 1999 to 2005, would benefit from his high moral authority and powers of persuasion to be accepted throughout public administration (Ibid.). Since the beginning of his mandate that Bob Van Reeth started to receive numerous requests to provide design advice on projects and participate in competition juries. In this framework, he set up a 'quality chamber' to give continues advice on projects and comprehensive consideration to architectural policy on government buildings. This led to the development of the Open Call, a method of selection architects for design assignment requested by public bodies[17].

Beside the position of the Flemish Government Architect, there was a political recognition that to create better places it was also necessary to foster a culture of placemaking and raise public awareness on the value of design quality. Within the Flemish Cultural Policy, the government decided to establish the Flanders Architectural Institute (VAI), which would be responsible by the publication of the architectural yearbook, organizing exhibitions and other activities aimed at making a general public aware of architecture and urban design. As the former Minister of Culture, Bert Anciaux, succinctly formulated in 2002:

"my architectural policy is (…) in the first place a consciousness-raising policy: inviting people to take a good look at that physical, designed environment, getting them to think about the influence that this has on everyday activities, bringing them into contact with good examples, and convincing them that the choice of good architecture is good not only for themselves but for the whole community." (Bert Ancieux, Forward, in: Flanders Architectural Yearbook 00/01, Brussels 2002 (pp. 8-9)

Fig. 10 – Joint policy of the Flemish Government Architect and Flanders Architectural Institute (2009).

Hans Ibelings (2009) believes that the current architectural policy implemented in the Flanders region has been successful and is starting to show evidence. The author states that one of the visible results that demonstrate this positive influence is the high quality buildings that received commission support by the Flemish Government Architect. Adding to this, in his view, even if the Flemish policy could be relaunched or receive an extra impulse, the "current policy is certainly not wrong" and the instruments put in place (the Flanders Architecture Institute, the Flemish Government Architect, and creating subsidies for local architectural initiatives) are weapons against architectural illiteracy, which will have a positive impact at the long term. As such, the policy implementation in Flanders has led to a new architecture (including urban design, landscape architecture and infrastructure) and building culture (Ibidem).

Fig. 11 – Recent policy of the Flemish Government Architect (2016).

5.3.2 The Flemish Government Architect

As referred above, the position of Flemish Government Architect – *Vlaams Bouwmeester* – was established by the Government in 1999, with the appointment of Bob Van Reeth, a notable Flemish architect. The Flemish Government Architect occupies a leading position in the Flemish architectural policy, both as an institution and as a person, which can be regarded as the cornerstone of the government policy (Ibelings, 2009, p. 8). According to its most recent policy program, the mission of the Flemish Government Architect entails:

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13 Belgium has three official languages: Dutch, French and German.

14 Adding to this, Flanders and Wallonia regions are subdivided in ten provinces, which in turn are subdivided into communes and cities (municipalities).

15 www.belgium.be/ (accessed in 8 August 2018)

16 Ibidem.

17 The Open Call was inspired by the model existing in The Netherlands, managed by the Dutch Government Architect, where once a year architects used to be invited to apply for consideration for public commissions.

Table 3 – Flemish Government Architect strategic goals for the 2017-2020 period

Theme	General aim	Specific objectives (summarized)
Open Space	To promote a view of open space as public good, to be preserved for the future but also made accessible to people today. To protect and create open space networks, with a social agenda, by reducing spatial claims	• acquire insight on the interplay of open space & urbanisation • collaborate for more continuous open space across boundaries • actively support an open space policy • promote projects related to densification and core strengthening • generate support, raise awareness and ensure communication with all levels of government and with the general public
Housing	To address the housing problem (spatial congestion, car-dependent mobility, large energy consumption per house) by improving housing quality through a project-based approach and by initiating research	• promote an increase in scale in residential design as an alternative to individual commissions • support housing associations and the private sector in building sustainable and affordable housing • support a professional rental sector with more collective housing • promote a location-driven housing choice, with living and working more attuned to each other
Heritage	To promote a more active, responsible attitude towards cultural heritage, focused less on what has been inherited and more on what should be passed on to the next generation	• advocate a workable balance between heritage value, residential quality, energetic performance and economic feasibility for renovations of social housing • promote change-oriented building particularly for public buildings • to inform public officials and other interested parties about good examples, through the Open Call and in other ways
Public Principal-ship	To have public organizations and local authorities that are familiar with the entrepreneurial logic of construction and the real estate market, and can efficiently negotiate with private parties	• assist public principals in creating various forms of 'negotiated urbanism' • promote a project structure that involves additional private parties, within the framework of public-private partnership projects • continue and enhance existing research on public-private collaborations
Regulations	To have a set of regulations that functions as a proactive quality tool, one that leaves scope for creativity within the design process and is flexible and future-proof	• to specify more explicitly the intentions and results that the regulations aim to achieve, so that solutions fully or partly outside the scope can be admitted if they fulfil the intentions and are deemed desirable by involved authorities & stakeholders • to delve into the underlying mechanisms of legal and financial factors in land uses, and highlight them, in order to tackle our use of space in an integral manner
Cross-border collaborations	To promote a broader vision for the whole area of the Maas-Schelde-Rijn Delta (Eurodelta), along with a collaborative, cross-border approach to its challenges	• to work closely and consult with other Chief Government Architects of the region • to place a focus particularly on the Brussels metropolitan area and its infrastructure • to enhance structural collaboration in particular between Belgian and Dutch authorities and research initiatives
Contributing to architecture culture	To initiate and facilitate various exchanges, so that architectural and spatial policy in Flanders remain in touch with developments at home and abroad in the broader field of architecture	• promote knowledge sharing, debate & broad communication • collaborate with the International Architecture Biennale Rotterdam • raise awareness among policymakers on the importance of fair fees and a healthy business climate in architecture • create synergies with design education & research programs • have a structural collaboration with the Department of Culture on the theme of commissioned art

(Source: Flanders, 2017)

"The aim of the post of Vlaams Bouwmeester is to promote the architectural quality of the built environment, understood as a synthesis of qualities in terms of urban environment, use and perception, image quality, building technology, energy, cost management and so on. This commitment is demonstrated in the support of principals in public and semi-public projects for the design and construction of buildings, public space, landscape and infrastructure, and always related to the changing social challenges and from a cross-sectional perspective of collaboration with players and sectors involved." (Flanders, 2017, p. 2)

Therefore, as an independent expert and advisor to the entire Flemish government, the Flemish Government Architect is a bridge-builder who approaches projects from a cross-sectoral perspective, across policy areas. The aim is always to consider various interests in relation to spatial and social quality. According to the referred policy paper, its core tasks are:

1. Providing support and guidance to public principals on projects within the framework of concrete developments;

2. Contributing actively to the development of vision and reflection, resulting in policy advice and initiatives related to social challenges and their implications and possibilities in terms of high-quality design and construction.

Adding to the above, three additional tasks are has followed:

• communicating and raising awareness about topical issues and creating an everyday environment of high-quality architecture;

• advising about sticking points and gaps in the regulations, in relation to architectural quality in the wide sense;

• providing opportunities for young designers.

To achieve the strategic goals summarized above, the Flemish Government Architect has several design tools at his disposal (see Table 4 on the next page). Within these, the Open Call is the most important instrument to raise the quality of public buildings in the Flemish part of Belgium. The Open Call commissions that have been implemented cover not only urban development plans but also a broad range of buildings in various fields and at different levels, ranging from subsidized housing and public buildings to infrastructural work such as bridges and roads (Ibelings, 2009, p. 8)[18]. In this sense, the Open Call is the most visible activity of the Flemish Government Architect and the one that gives legitimacy to its existence (Ibidem).

In practical terms, the Open Call is a procedure that enables public principals to select designers for commissions in the fields of architecture, urban design and landscape architecture. Considered as an alternative selection process that place less burden for designers (Schreurs, 2000, p. 63), the Open Call method comprises the following steps:

1. The principal formulates an assignment by means of a project definition, which contains a description of the desires and ambitions and is more than just a summing up of square meters and functional programs. In drawing up the project definition, the principal is assisted by the Flemish Government Architect and his team;

2. The next stage is the publication of the call for tenders, where architects and designers can apply as candidates with a portfolio;

3. The Flemish Government Architect and its team makes a preliminary selection of ten designers from among these candidates, and after consultations with the principal, five of them are invited to present their vision of the assignment;

4. The five designs are put to a jury, consisting of representatives of the principals and users, the Government Architect and an external member of the jury;

5. This jury decides to whom the commission will be given (Ibelings, 2009, p. 8).

As soon as the principal and architect have been brought into contact with one another, the involvement

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18   In the first ten years of its existence, until 2009, the Open Call method has resulted in the initiation of some two-hundred projects, of some fifty have already been completed (Ibelings, 2009).

of the Flemish Government Architect comes to an end and it is up to them to collaborate on the further elaboration and implementation of the project (Ibidem). According to the Flemish Government Architect (interview: 2018), the Open Call procedure is free of charge for public clients and half of the commissions originate from small local authorities. Although the Open Call procedure represents the bulk of his activity, the Flemish Government Architect and his team also develop several other initiatives, listed in Table 4.

Flemish Government Architect Office

The office of Flemish Government Architect is organized in three parts: the Government Architect itself, the Government Architect Team and a group of experts. According to the Flemish Government Architect (interview: 2018), the team is composed by 22 people, employed as public officials. Most of the team has been part of the office since its creation, allowing the preservation of knowledge across different Government Architects mandates. Besides, the Flemish Government Architect has an annual budget of 400.000€ to promote studies, initiatives, pilot projects, etc. and he is allowed to make specific partnerships with other stakeholders.

The Flemish Government Architect can ask for specific advice by a group of experts, for example in the review of building regulations or other spatial design legislation. As noted above, one of the Flemish Government Architect's tasks is to provide advice about sticking points and gaps in the regulations, in relation to spatial quality. In this sense, they regularly supervise the whole set of regulations that have an impact in the built environment, so that it may function as a proactive quality tool that leaves enough scope for creativity within the design process.

Currently, the government Architect is on the dependence of the Minister of the Presidency of the Flemish Government, who replies directly to the Prime-minister of Flanders.

Selection procedure

The Flemish Government Architect has a mandate of five years. According to the Flemish Government Architect (interview: 2018), the appointment is the result of a demanding procedure, where candidates are required to describe their vision for their tenure as early as their first application for the post. The first shortlist is determined by an independent jury of 5-10 people representing various parts of the built environment disciplines, both practitioners and academics. Shortlisted

Table 4 - Methods & procedures of the Flemish Government Architect

Open Call	Enabling public principals to select designers for commissions in the fields of architecture, urban design and landscape architecture. The FGA brings public authorities into contact with a wide range of international design offices, assists them in defining the scope of a project, and supervises the whole procedure.
Advice	On public and semi-public projects of a certain size, the FGA holds an advisory role specified in a decree. For projects of strategic importance, the FGA will often take the initiative and actively seek out public principals to assist them with their commissions.
Pilot projects	Pilot projects link thematic research by design carried out in the policy preparation phase to the realization of pioneering projects. Specific alliances are entered into for each pilot project. Besides completing the project, this involves a broad communication plan about the learning process through symposiums and publications, and the partners undertake a follow-up to harmonize regulations and tools and optimize them at all levels of government.
"Labo Ruimte"	Thematically organised collaborations between the FGA and other governmental agencies, as well as external experts, organizations & parties, with long-term focus and the general aim of a more sustainable society. Processes organised under Labo Ruimte encourage collaborations across boundaries and the combination of design, research & social debate.
Master Class	Encourages public principals to offer young designers & artists a first public commission, with the possibility of realization under the supervision of a project director appointed by the Bouwmeester
"Wivina Demeester" Prize	Biennial prize awarded by the Flemish government for outstanding principal-ship — an exemplary process organised by a principal to facilitate the realization of a high-quality project
Bouwmeester Label	Support for selected research-by-design projects proposed by researchers/designers, in the form of funding for the development and public presentation of the project and promotion of the research intentions within the political agenda

(Source: Flanders, 2017)

candidates move on to the next stage, where they are presented with a fictional problem akin to what a Bouwmeester might face, and are asked to present their solution, in a few different formats including presentations and writing, within a short amount of time. A final stage then includes interviews with Ministers. The whole process is anonymised — in that, at no stage does a candidate know who their competitors are.

5.3.3 Other actors and stakeholders

Flanders Architecture Institute (VAI)

Similar to the other case studies, besides the Flemish Government Architect, the Flemish Government also financially supports an architectural cultural institution dedicated to championing design across the Flemish stakeholders and society in general. Established in 2001, VAI is responsible for the publication of the Flemish Architecture Yearbooks, intended to highlight architecture and to inform a broader public about it. Besides the yearbook, VAI also organizes exhibitions and other activities that are aimed at making a general public aware of architecture and urban design.

More recently, the Flemish government entrusted VAI with the responsibility for the Flanders Architecture Archives, which was taken care of by regional and provincial authorities. The Flanders Architecture Archives is the national and international reference point for the architectural cultural heritage in Flanders and Brussels. In this sense, VAI manages a prestigious and constantly growing collection of architectural archives from these two regions. It actively seeks out interesting architectural archives, which it subsequently conserved, interpreted and make accessible to anyone interested.

The VAI is a private yet government-subsidised body — like others in similar positions, it has to navigate the balance of retaining its independence as well as maintaining a functional link with the administration. The current Flemish Government Architect sits on their executive board; but the VAI's financing comes from a different department — the Ministry of Culture. At the same time, the VAI takes on a lot of the outreach work related to the Bouwmeester's vision, bringing it to the public via exhibitions, events and so on.

Bridge over the Albart Canal Vroenhoven

Ney & Partners, 2011
© Stijn Bollaert

St Ursula Primary School Laken

Architects Tom Thys and Adinda Van Geystelen, 2009 © Jan Kempenaers

Kazerne Dossin (Memorial, Museum and Documentation Centre on Holocaust and Human Rights)

awg architecten, 2012
© Stijn Bollaert

'De Zande' Flemish Community Institution for Special Child Welfare Ruiselede

Hootsmans Architectuurbureau, 2014
© Michiel De Cleene

Theater square Antwerpen

Studio Associato Secchi-Viganò, 2009
© Stijn Bollaert

'De Boerekreek' sports and recreation centre Sint-Laurijns

Coussée & Goris with Studiebureau Guy Mouton, 2008
© Jan Kempenaers

Water-tower Beersel

Bureau d'études Weinand, Jeroen Beerten, Tom Louwette, 2015
© Niels Donckers

Harbour Centre Antwerpen

Zaha Hadid Architects, 2016
© Tim Van De Velde

Waalse Krook Gent
Coussee & Goris architecten,
RCR Aranda Pigem Vilalta
arquitectes, 2017
© Tim Van De Velde

Academy Dilbeek
Carlos Arroyo, 2012
© Stijn Bollaert

Elite sports school Wilrijk
Compagnie O., 2016
© Tim Van De Velde

Maritime Museum Antwerpen
Atelier Kempe Thill architects and
planners, Origin Architecture &
Engineering

Residential care centre Sint-Truiden
Van Belle & Medina
architects, 2016
© Tim Van De Velde

Beguinage Hasselt
Bovenbouw Architecten, David
Kohn Architects

In Flanders Fields museum Ieper
noArchitecten, 2012
© Tim Van De Velde

5.4 THE VIENNESE CASE

Austria's administrative structure follows the federalist model and is organised in three levels: the federal state, the nine federal provinces (*Bundesländer*) and a number of app. 2100 municipalities, which are the smallest units in the state organisation. The states or provinces have their own legislative and executive powers, while municipalities do not, including building and architecture policy, particularly in the field of housing. However, the latter are entitled to issue general regulations and in practice carry out many of the federal state's administrative tasks.

Vienna is a particular case within this system because it is a federal capital, which means that it accumulates both administrative levels, municipality and federal province (*Bundesland*). As such, the municipal and provincial roles overlap: the City Council (municipal body) also exercises the functions of the Vienna Provincial Parliament (regional body) and the Mayor also serves as the Provincial Governor. To better frame the Austrian architectural policy, first will come a brief description on the national (federal) policy and then the specific policy of Vienna.

5.4.1 Austrian architectural policy: the *Baukultur* approach

Within the European countries that have a public policy on architecture, there are two that have a specific approach which differentiates them from the rest: Austria and Germany (See Bento, 2012, 2017). Due to their administrative structure – federal system – Austrian and German federal governments do not have full responsibility for architectural policy because architecture is considered to also be a responsibility of the states/provinces. However, since 2000, both countries have been very active in promoting discussions, debates and publications on architecture and building culture under the concept of *Baukultur*.

As discussed in Section 1.4, the German expression *Baukultur* is a broad concept that can be translated into English as *Building Culture*, and includes all aspects of the built environment; including building and urban design, infrastructure, social and economic context of towns, cities and cultural landscapes. So, the concept integrates not only architecture but also all other disciplines that intervene in the spatial environment, such as: engineering, urban planning, heritage, landscape architecture, interior design and art for public buildings (Germany, 2007).

Although Austria has a long tradition in architectural mediation that goes back to the early 1990s, in 2002 a

movement focused on politics and administration started as a bottom-up collaboration of all relevant actors in this field: the architectural mediation scene, the chambers of architects and chartered engineering consultants and all the universities and academies where architecture is taught. Together, they have formed the Austrian Platform for building culture policy (*Plattform Baukulturpolitik*), former: Platform for Architectural Policy and Building Culture (*Plattform für Architekturpolitik und Baukultur*).

A first milestone was a parliamentary debate on the topic of architecture policy and building culture in March 2004. Calling in experts in the field from Austria and the EU, Austrian National Parliament launched a discussion process with the objective of improving conditions for a contemporary culture of planning and building and providing a basis for comprehensive and intergovernmental architectural policies to secure the quality of life in Austria. In 2006, as a follow up of the parliamentary debate, the first Austrian Building Culture Report was published.

Fig. 12 – Austrian Building Culture Report (2006)

In June 2007, following the report's recommendations, the Austrian Parliament agreed on the establishment of an advisory committee for *Baukultur* (building culture) at the Austrian Federal Chancellery as a consulting body for the government, in which all federal ministries as well as representatives of the federal states/provinces and other stakeholders join together to propose measures to improve architecture and *Baukultur* in Austria. Moreover, the issuing of a *Baukultur* report at a quinquennial rhythm was decided upon, where a second *Baukultur* report was published in 2011 and a third report published in 2017.

More recently, in 2017, the Austrian Council of Ministers has adopted its first national Federal Guidelines on Building Culture. According to the guidelines, its objec-

tives are to comprehensively "promote building culture and create a broader societal awareness of its principles, especially among leaders in politics, business, and administration" (Austria, 2017). To achieve this, it is argued that a comprehensive strategy is needed at the federal level that will anchor building culture across all departments and disciplines at the federal, provincial, and local levels. The Federal guidelines are divided into six areas of action, including, for example, the development of towns, cities and the landscape; promoting awareness and public participation; research and transfer of knowledge and expertise; coordination and cooperation
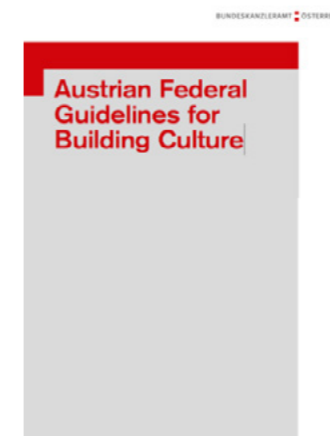

Fig. 13 – Austrian Federal Guidelines for Building Culture (2017)

Although within the Austrian context the term architecture is replaced by a broader notion, building culture (*Baukultur*), the same concerns about placemaking and the importance of the spatial environment for the quality of life are also present. Considering that the notion of architecture in its wider sense involves the design of the all built environment, the broader conceptual approach does not undermine the general aim of a more sustainable environment which seeks a balance between social, economic, environmental and cultural objectives. The specific way of how to address this will always be influence by the national political context, administrative tradition and social atmosphere where policies are developed.

Viennese Architectural policy and *Baukultur* principles

As explained in Chapter 2, within the nine Austrian federal states (*Bundesländer*), it was decided to examine the state of Vienna for the present study. Although the state and municipality of Vienna has a long tradition of architecture and spatial design policy tools, such as a statuary planning framework and development con-

trol mechanisms, in 2005 the City Council of Vienna approved a policy document laying down the city vision for architecture and urban design, entitled the "Vienna Architecture Declaration". The policy paper included three main themes: quality in planning and construction; transparency in mission statements, goals and procedures; and discourse readiness. In 2013, building on this first policy initiative, the City of Vienna, under the auspices of the Department of Architecture and Urban Design which will be described below, developed *Baukultur* policy principles in a broad-based process, intended to further raise the quality of planning and realization of urban projects.

The Vienna *Baukultur* policy guidelines are supposed to serve as a basis for planning and building projects, promoting high quality of urban planning and further expansion of a comprehensive building culture. In addition, it should inform and guide the City Council in its own construction works, where it should be seen as a role model vis-à-vis private investors. It is argued that the state and city construction projects should pursue the basic principles of quality of life, usability, sustainability and participation. In this context, the following *Baukultur* principles should apply to the city of Vienna:

1. Provide a high-quality built environment for the Viennese population, which offers high quality of life, both in new buildings and in existing buildings;

2. Make building-cultural decisions in such a way that the city becomes socially fairer.

3. To further develop the living city through climate protection as well as through sustainable construction methods and uses;

4. The planning, construction and renovation of all buildings and open spaces in the sphere of influence of the City of Vienna are carried out according to quality-oriented and transparent processes. Citizen participation is seen as a positive element in these processes and lived;

5. Integrate cooperation partners of the City of Vienna in quality-oriented *Baukultur* processes;

6. Create quality-oriented conditions and processes for all buildings and open spaces that are being built, renovated or used in Vienna;

7. Promote the vibrant, critical, diverse and innovative scene of *Baukulturschaffenden*.

8. Increase public awareness of the importance of

building culture and awareness of one's own responsibility;

9. Promote the public discourse on building culture in its diversity and the *Baukulturvermittlung*. Essential for this are information and transparency in matters concerning the built environment, and the visualization of the benefits of *Baukultur*;

10. Promote innovation in building culture through education, through research and development, through innovation-oriented procurement and through a "culture of learning" (evaluation of processes, rules and results) (Vienna, 2013).

5.4.2 Main public actor and advisory board

Within the Vienna administrative structure there exists a municipal (and, as explained above, also a state) Department for Architecture & Urban Design, but not a specific office with a role similar to that of the State Architect's in other case studies. There is, however, an advisory board (*Fachbeirat*) on urban planning and urban design: a consulting body of experts in various fields (including architecture, urban design, urban planning and others) that serve on an honorary basis for three years, advising both departments in particularly and the municipality in general. This has no formal political powers nor is it part of the official government structure. Considering the overall aim of the present study and background discussion on spatial design leadership, this section will examine the Architecture & Urban Design Department, as well as its advisory board.

Department of Architecture & Urban Design

Although the City Council of Vienna has a department for urban planning as well as a department responsible for processing and issuing building permits, it has also a specific department responsible for architecture and urban design policy (Municipal Department 19). According to the City Council webpage, the Architecture and Urban Design Department's mission is to develop the Viennese cityscape in a contemporary way, fostering a culture of placemaking and strengthened awareness and responsibility for the designed living environment. To do so, it has several policy tools on the topics of architecture, urban design and building culture.

According to its Director (interview: 2018), the Department of Architecture and Urban Design (DAUD) has four divisions. The first division is focused on urban development issues and works closely with the Department of Urban Development on zoning and land use plans. For example, when there is a new development project or an area to be developed, the division gives an expert opinion on urban design. This division also conducts studies and surveys for different urban design issues, for example a study for some site axes – corridors – where it is necessary to make an analysis to guarantee that there will be no skyscraper interfering with it (ibidem).

The second division is responsible for the design and planning of public space and works closely with the department for building streets and infrastructure. In addition, it also gives design expert opinion on the impact of small interventions in the cityscape, such as a kiosk or an advertising board, to the competent municipal authority. It also promotes citizen participation on the design process of public spaces and sometimes organizes design competitions to arrive at the best solution for specific interventions (Ibid.).

The third division is responsible for providing design expert opinions to the building municipal department, which is responsible for processing building permits. Because the Viennese building code has a special paragraph which regulates the fitting into the cityscape, this division receives about 7 to 8 thousand requests per year about new buildings or renewals to see if they comply. These are most of the time private buildings, where promoters and architects have to submit a building design to get a building permission (Ibid.).

The last and fourth division is responsible for the design and planning of Viennese municipal buildings, such as schools, kindergartens, office buildings and special buildings for other departments (e.g. fire department and the like). This is the largest division of the department and is composed mainly of architects[19] as a large part of the work is on project development. There will be about two hundred projects every time, in different phases, going for small buildings interventions, which is internally planned and designed by the division, to major buildings, like a school or a kindergarten inside a campus.

For the latter, the division works with external services providers, usually through design competitions. Most of the time, it's an open call competition but sometimes, when there is a special project, the division makes a two-part competition, where architects make a prelim-inary application and then about 6 or 8 teams will be selected for the complete design competition.

According to its Director (interview: 2018), besides the technical activity with building designs, the department has a very good co-working relation with other departments, mostly in the cases of building permissions. When there is a very difficult decision on a specific project or it is a special place which will result in a public debate, the department will not give its design expert opinion until the Advisory Board has examined the issue and given a recommendation. Only after receiving this will the department issue an expert opinion on the design quality of the project. The role of the Advisory Board will be discussed below.

According to its webpage, the DAUD also promotes some cultural activities together with the Architecture Centre of Vienna, which will be described further ahead, fostering public awareness about the design quality of places, such as, exhibitions, etc.

Advisory Board for Urban Planning and Urban Design

The Advisory Board for Urban Planning and Urban Design[20] – hereinafter referred to as the Advisory Board – is an independent body that provides spatial design advice to the City Council of Vienna. The composition and tasks of the Advisory Board are regulated by the Building Regulations for Vienna, whose function is further detailed in a specific ordinance of the Vienna provincial government[21]. According to this, the Advisory Council has the following remit:

1. appraisal of the drafts drawn up by the magistrate for the establishment and modification of zoning plans and development plans;

2. assessment of individual building projects on request of the local authority, if they are of significant influence on the local cityscape.

In practical terms, the Architecture and Urban Design Department described above submits to the Advisory Board individual building projects that have a significant impact on the cityscape for an expert opinion about its overall design quality, including issues as functionality, visual appearance, mass, scale, integra-tion with neighbouring buildings and close surroundings, etc. (City of Vienna's director, interview: 2018)[22]. In addition, the Urban Planning Department submits to the Advisory Board all zoning proposals and development plans before they are presented to the public[23]. In the former, the expressed opinion is not binding although it tends to have a strong influence on the subsequent political decision. In the latter, it is mandatory to obtain an expert opinion on zoning proposals and zoning plans prior to a political decision.

The Advisory Board should operate without political influence and is populated by experts from various disciplines. Appointed by the Mayor of Vienna, the members of the Advisory Board act on an honorary basis with a term of office of three years, including 12 experts in the following fields: architecture (three architects), civil engineering, spatial planning, historical monuments, surveying, urban ecology, transport, social issues, green space planning and site issues. Although the Advisory Board structure and remit is not comparable with the political power and competences level of a State Architect, it delivers an important advice complement to the design review function of the services of the Municipality of Vienna.

In an historical perspective, an "Advisory Council for Urban Planning" was already in the core constitution of the Vienna Building Code, the Law of 1929, LGBL. 11/1930. The corresponding provision was not valid for a long time and was repealed in 1939. Nevertheless, the Viennese "Advisory Council for Urban Planning" was re-established in 1947. Within the scope of a revision of the building code, the area and responsibility of the advisory body was extended in 1987, and since then, the "Advisory Board for Urban Planning and Urban Design" maintain its present form.

5.4.3 Other actors and stakeholders

Austrian Federal Chancellery | The Arts and Culture Division

The Austrian Federal Chancellery has many departments including policy sectoral related with architecture and spatial design (e.g. heritage policy). Among these, the Department for Visual Arts, Architecture, Design, Fashion, Photography and Media Arts is responsible for the financial support of programmes,

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19 According with its Director (interview: 2018), the four divisions of Architecture and Urban design Department have the following workers: in the first division, there are about 6 people; in the second division there are about 8 people; in the third division there about 7 people and in the fourth there are about 30 people working.

20 Its original Austrian name: *Fachbeirat für Stadtplanung und Stadtgestaltung*.

21 Ordinance of the Vienna Provincial Government July 7, 2005, LGBl 2005/33, which promulgates rules of procedure for the Advisory Council for Urban Planning and Urban Design.

22 The Advisory Board have to examine the documents submitted within a period of four weeks. If the advisory council does not submit an expert opinion within the set time limit, assuming that the information prepared by the magistrate was enough, the building permit procedure should be continued.

23 The Advisory Board meetings are not public.

projects, grants etc. for the mediation of contemporary architecture (in the frame of arts supporting). For example, funding for houses of architecture and other institutions with a yearly programme, exhibitions, projects, prizes for architecture, etc. It also has responsibility for the organisation of international exhibitions, like the Biennale of Venice, as well as exhibitions about aspects of Austrian architecture which are touring internationally. There are also scholarship programmes for young architects to make international experiences and to follow unusual/experimental projects and ideas.

Advisory Committee for Baukultur

In 2009, an Advisory Committee for Baukultur (Beirat für Baukultur) was established at the Federal level as a result of the first Austrian report about Baukultur ("Baukulturreport"). This advisory committee develops measures for the government to better the situation of the Baukultur in Austria and propose adequate measures for it; a yearly report for the government has to be done and discussed in the Parliament.

Federal Real Estate Society (BIG - Bundesimmobiliengeselilschaft GesmbH)

The Federal Real Estate Society is in the ownership of the Austrian Republic and is charged with the construction of buildings for the state [planning, invitations for tenders, competitions and realisations]. Concerning the realisation of quality in architecture of state buildings (for administration, universities etc.) BIG is the most important player in the field.

Architecture Centre of Vienna

Established in 1993, Architecture Centre of Vienna (Architekturzentrum Wien – AzW) is the major architectural cultural institution in Austria dedicated to showcase, discuss and explore how architecture and urban development shape the daily lives of Austrian citizens. Based in Vienna under the title of Austrian Museum of Architecture, AzW was founded by an initiative of the state and City of Vienna, which was an important political signal at the time that architecture deserved to be properly promoted and considered as one of the Austrian culture achievements.

After 8 years of provisional exhibition operation, AzW was substantially expanded and reopened in 2001. Currently, it has a floor area of 2000 m2 where it offers a wide-ranging program of events and exhibitions, comprising the following: international theme-related exhibitions, a permanent exhibition with an overview of Austrian architecture, and a total of 500 events during

the year, ranging from symposia, workshops, lectures to guided tours, city expeditions, film series and hands-on formats. AzW receives its funding from the state and City council and from sponsors.

The AzW has established itself internationally, acquiring a reputation as an outstanding institution where architecture is communicated and researched. It provides a comprehensive service for researchers and all those interested in architecture. The facilities include a public reference library, the online building database "Architektur Austria Gegenwart" (Architecture Austria Contemporary), the online Lexicon of Architects, as well as a unique collection of material on Austrian architecture of the 20th and 21st century.

The Austrian Architectural foundation

The Austrian Architectural Foundation (Architekturstiftung Österreich) was founded in 1996 as a joint open platform of Austrian architecture initiatives constituted by the architecture houses of the federal states, the Austrian Society for Architecture (ÖGFA) and the Central Association of Architects. Adding to the legal professional associations and the training centres, the independent architecture initiatives form an important third pillar for securing the building culture (Feller, 2018: interview).

The network of architectural initiatives is committed to architectural excellence and promotes understanding of contemporary architecture in politics, administration and the public. The goal is to get people interested in architecture and to make them ambitious partners in the design of the built environment. The network strengthens cooperation between key players in architecture: builders and users, architects, planners and engineers.

Einfamilienhaus - 2015
Pötzleinsdorfer Höhe 33

Architect
Zoran Bodrozic

Wohnhausanlage - 2015
Wittmayergasse 7, 9, 11

Architect:
Hermann & Valentiny u. Partner
Architekten ZT GmbH

Wohnhaus - 2015
Stolberggasse 18

Architect:
Josef Weichenberger architects
+ Partner

Universitätsbibliothekszubau – 2016
Anton-von Webern-Platz 1

Architect:
Reinhardt Gallister

Dachausbau - 2015
Schottenring 19

Architect:
RLP Rüdiger Lainer + Partner

Fassadensanierung und – begrünung - 2015
Grabnergasse 4

Architect:
RATAPLAN-Architektur ZT GmbH

Brandstätter Baumanagement
Huttengasse 57,59,61,63,65;
Rankgasse 1,3; Enenkelstraße 12

Hotelzubau - 2016   Architect:
Gudrunstraße 138   BWM Architekten

ÖAMTC Headquarter - 2016   Architect:
Baumgasse 129   Pichler & Traupmann Architekten
                              ZT GmbH

Kindergarten - 2016   Architect
Wolkersbergenstraße 1   Veit Aschenbrenner Architekten
                              ZT GmbH

Aufstockung –   Architect:
Wohnhaus - 2016   Burtscher-Durig ZT
Schönbrunnerstraße 111

Dachausbau   Architect:
Siebensterngasse 52   PUK ARCHITEKTEN

Fassadensanierung und –   Architect:
begrünung - 2015   RATAPLAN-Architektur ZT GmbH
Grabnergasse 4

Umbau und Platzgestaltung – Architect:
Kirche - 2016   pointner pointner Architekten
Esslinger Hauptstraße 74

Balkonzubau –   Architect:
Wohnhaus - 2017   X ARCHITEKTEN
Weyringergasse 27a

5.5 THE DANISH CASE

5.5.1 The architectural policy of Denmark

The development of Danish architectural policy goes back to early 1993, when the Conservative Party set a proposal urging the Minister of Culture to prepare a bill concerning a national architectural policy in line with the Dutch policy (Visser, 1997)[24]. In 1994, a first policy proposal was presented, signed by the Ministry of Culture, the Ministry of Housing and the Ministry of Environment, entitled, *The Danish Architectural Policy*. According with Visser (1997), the draft proposal stated that '*architecture was of great importance to the quality of daily physical surroundings (…) and the quality of life of each individual human being*'[25]

Fig. 14 – Danish public consultation document on architectural policy (1994)

In order to discuss and define the architectural policy, the ministers for Culture and Housing arranged a conference with participation from the building sector and representation from other relevant ministries.[26] However, the Architectural policy would end up not being formally approved (Ibid.). In the subsequent years, several European states continued to develop efforts in this area leading to the adoption of several architectural policies in neighbouring countries. Following this trend, the Danish parliament would approve its first comprehensive architectural policy in 2007, entitled, *A Nation of Architecture Denmark. Settings for life and growth.*
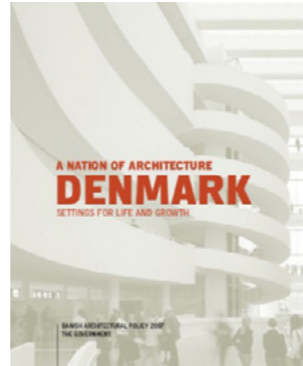

Fig. 15 – First Danish architectural policy (2007)

After introducing the benefits and values of architectural design, the first formal Danish architectural policy established a policy vision aimed at placing architecture on the agenda (Denmark, 2007). Therefore, the policy's overall goal was to ensure the development of high quality architecture which would improve the quality of life and economic growth in Denmark. It stated that 'the architectural policy will advance the development of Denmark's competitive advantage within architecture and that the policy will increase awareness and stimulate debate concerning the significance, conditions and possibilities of architecture in Denmark' (Ibidem). It then established ten target areas, where it described the challenges, goals and initiatives within each target area to be implemented through a period of time.

More recently, in 2014, based on the previous policy, the Danish Government adopted its second architectural policy entitled *Putting people first.* The new Danish architecture policy maintained the same goals of the previous policy, where the government announced a series of initiatives aimed at supporting increased productivity and an internationalisation of the architectural industry (Denmark, 2014).

Fig. 16 – Second Danish architectural policy (2014)

The new architectural policy focused on early involvement of citizens when changes occur in their local area, lower resource consumption, and renovation and maintenance of rural buildings. The main policy goal is to create buildings, urban spaces and cities pleasant for the Danish citizens to live in. Within this domain, the new policy focused on the following areas:

- Children, adolescents and adults are better able to encounter architecture with a range of new teaching and dissemination services tailored to new media and platforms, which are linked to Common Objectives and the primary school reform;

- The municipalities are offered a number of facilities and advice to develop their own local architecture policies. Emphasis is placed on how an architectural policy in the municipalities can help address the challenges faced by municipalities in attracting citizens and counteracting social imbalances, as well as creating vulnerable housing areas;

- Architecture and sustainability – environmentally, socially and culturally – through the development of a sustainable urban planning strategy and the launch of a large number of example projects showing how architecture can enhance sustainability across the country;

- Value creation of architectural quality and the overall economy of construction projects;

- There is also a focus on export and international marketing of Danish architecture.

In order to ensure a broad-based follow-up of the efforts, the Danish government set up a cross-departmental government team, which will in future coordinate the government's architecture policy efforts in dialogue with the players in the field of architecture. The architectural policy was developed in cooperation between eleven Ministries[27].

In addition, pursuing a decentralization strategy, 37 Danish municipalities have adopted an architectural policy and two municipalities are developing their first policy. As the designed environment cuts across different departments, the municipal architectural policy works as a policy tool for establishing connections between a large number of the municipality's tasks, helping to create growth, coherence and identity, whether it is about building quality, building urban spaces, climate adaptation, heritage conservation or road design (Brogaard, 2017).

Fig. 17 – The architecture policy for the city of Copenhagen (2017)

In this context, local architecture policies are seen as important policy instruments because they bring actors together: "It is hugely beneficial to plan processes when all involved actors get together on future projects. And it's not just about buildings. New roads and parking areas, for example, have a big influence on how we experience our cities. Therefore, it is important for the city and our landscape that both the road engineer, the landscape architect and the city planner to assemble and find the right solutions that suit all needs. Here an architecture policy can be a useful overall instrument for that cooperation" (Ibidem).

5.5.2 Main public actors and advisory council

Similar to the Austrian case, there is no State Architect position within the Danish central public administration. Nevertheless, the Danish Agency for Culture and Palaces is the public body responsible for the national Architecture Policy described above. Integrated in the Ministry of Culture, the Agency is responsible for the architectural policy coordination as well as for its implementation supervision. According with first Danish architecture policy (2007), the main state developers are already paying attention to architectural quality, and in various ways they have formulated architecture policies for their own work. One of those is the Danish Building and Property Agency, which is the state's property developer, and probably the most important public player in the building industry, which will also be referenced below.

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24 Two years before, the Dutch had adopted their first policy on architecture, which was considered a pioneering document embracing architecture and urban design in a comprehensive manner, bridging culture and building policy. The new Dutch policy raised curiosity and interest of several neighbouring countries that contacted the Dutch government to learn more about its architectural policy (See Bento 2017).

25 The draft policy emphasized the different state's roles in promoting better places, as legislator, administrator, planner and builder (e.g. client); as well as on education and research. The objective was to ensure that standards were raised, and that consideration for architecture was included in all public decision process. It also highlighted the importance of energy-conservation and ecological building and the need to increasing export services (Ibid).

26 For this conference The Federation of Danish Architects had produced and published its own proposal on Architectural Policy (Visser, 1997)

27 Ministry of Culture, the Ministry of the Environment, the Ministry of Environment, Energy and Building, the Ministry of Trade and Industry, Ministry of Urban Affairs, Housing and Rural Affairs, Ministry of Transport, Ministry of Foreign Affairs, Ministry of Research, Innovation and Higher Education, Ministry of Education, Social Affairs, Children and the Ministry of Integration and the Ministry of Health.

Besides public bodies within government, there is also an independent state's advisory body in the field of arts and architecture – The Academy Council – which will be describe below. This section will end up with a brief reference to the position of City Architect, which plays an important role of design champion within a local authority (see Chapter 3).

Agency for Culture and Palaces

The Danish Agency for Culture and Palaces operates under the aegis of the Danish Ministry of Culture. The agency carries out the cultural policies of the Danish government within the visual and performing arts, architecture, music, literature, museums, historical and cultural heritage, broadcasting, libraries and all types of printed and electronic media[28]. Within this, the agency provides advice to the Danish minister of culture and is involved in setting and achieving the government's cultural policy goals. Another task involves allocating funds for both individuals and organisations and institutions as well as collecting, processing and disseminating information and findings to promote cultural development. The agency is also responsible for managing and maintaining state-owned palaces and castles, gardens and cultural properties[29].

Within this broad remit, the Culture Agency is responsible for the Danish architectural policy, coordinating the policy development and assuring the implementation supervision of the different policy initiatives across all Danish administration. To facilitate this, the Government has set up an architectural policy inter-ministerial working group.

Danish Building and Property Agency

The Danish Building and Property Agency is the state's property enterprise and developer, operating under the Ministry of Transport, Building and Housing. The agency manages current and future needs of most of Danish public facilities[30]. It has the responsibility of creating modern, functional and cost-effective frameworks for some of the country's most important public institutions, such as, universities, police, courts and most of government departments.

Although it does not have a State Architect position, the agency develops a huge amount of design assignments for public buildings. Within this, it often organizes design competitions, where for some international competitions, it will be include an open design competition, with a subsequent traditional restricted design competition[31].

The Academy Council (Advisory body on architecture)

The Academy Council of the Royal Academy of Fine Arts works for the promotion of art and as the state's adviser in artistic issues in the fields of architecture and visual arts and adjoining art. In this framework, the Academy Council is available to provide expert advice to municipal and state authorities when requested on architecture and spatial development projects. Nevertheless, the Academy Council may, on its own initiative, obtain information from specific design interventions or art projects and make statements to state authorities and public institutions, as well as, make those statements public.

The Academy's activities are conducted through the different departments of the Academy Council, which include a Landscape Committee, Church Art Committee, the Royal Academy of Fine Arts, Jury and the artistic community. Part of the Academy's work and advising role takes place through the many persons appointed to the boards of directors and committees of the Council, which originate from many sources, such as, representatives from public and private institutions, representatives of committees, etc. The formal basis of the Academy Council was laid down by the Ministry of Culture's Order No. 306 of 18 May 1999 for the Royal Academy of Fine Arts[32]. In addition to this, the Council has drawn up a set of articles of association that set the framework for the Academy's work.

City Architects

Besides the municipal architectural policies, several Danish City Councils have appointed a City Architect to champion the design of the built environment. Although the specific tasks of the city architects change from city to city, one of the main tasks of the City Architect, among other things, is to help define architectural guidelines and visions in developing the city based on the City Architectural Policy. Besides pushing for the municipal architecture policy implementation, just like the State Architect, they are supposed to led, facilitate and provide design advice to the politicians, City Administration and municipal services.

In some cases, City Architects also promote architecture or urban design competitions for interesting new angles on sustainable urban development, where major investments are under way in, for example, new infrastructure, major facilities (e.g. a hospital) or renovations of larger residential areas. Therefore, the city architect assumes a multitasking role of spatial design leadership, providing expert design advice and inspiration for better places. For example, the city council of Copenhagen has appointed a city architect, responsible for implementing the municipal architectural policy. Assuming its role as public building client and as a planning authority, the city architect takes the lead on architectural matters and helps develop the city's visions and goals for the built environment (Copenhagen, 2017).

5.5.3 Other actors and stakeholders

Danish Architecture Centre (DAC)

The Danish Architecture Centre (DAC) is Denmark's national centre for the development and dissemination of knowledge about architecture, building and urban development. DAC's objective and legitimacy consist in promoting co-operation across the professional boundaries of the construction sector and architecture so that the players, working together, are able to contribute to the forward-looking development of architecture and construction specifically and Danish society in general.

DAC was founded in 1985 through a collaboration between the Danish Ministry of Culture, the Ministry of Economic and Business Affairs and the Realdania foundation. DAC's core funding was reassured by a public-private partnership between Realdania and the Danish government established in 2004. DAC used to be installed in at an old harbour building called the Gammel Dok, in Copenhagen. Currently it is installed in a major new building design by OMA architects, which comprises several cultural institutions.

Danish Architecture Centre (DAC) promotes architecture as a broad concept that embraces everything from the creative process, planning and urban development to the finished space or construction involved. The main goal of DAC is to create broad interest in architecture, to clear the way for new ideas traversing traditional boundaries and to show how architecture creates cultural and economic assets for people, the industry and society. To do so, it offers a wide range of professional and cultural activities, including exhibitions, seminars, city guided tours, etc.

Through Danish and international exhibitions DAC presents relevant themes and trends in architecture, construction and urban development. The exhibitions are often a result of long-term development and co-operation projects. DAC is also a platform for developing the entire construction industry, namely for a Building Lab DK, which is a unit of DAC, which carry out projects in close co-operation with leading Danish and international participants in the construction industry. Within this, it advises companies about innovative processes and support projects from the early idea through to the finished solution.

Although there are other bodies that have an important role in spatial design in Denmark, for the present study it was not possible to review them.

28 The Danish Agency for Culture and Palaces was founded in 2016 by a fusion of the former Danish Agency for Culture and the Agency for Palaces and Cultural Properties. The Danish Agency for Culture was founded in 2002 when the Danish Heritage Agency, the Danish Arts Agency and the Danish Agency for Libraries and Media merged.

29 https://english.slks.dk/english/about-the-agency/ (accessed in September 2018)

30 The Danish Building and Property Agency has a property portfolio of about 4 million m2 - of this about 1,2 million private leases and PPP-projects - and more than 1,800 leases and 300 current and planned construction projects.

31 The restricted design competition, it will consist of the three winners from the open design competition and three prequalified teams. In order to create transparency, the Agency announces the teams who were prequalify for the restricted design competition prior to the open design competition.

32 The 'Royal Academy of Fine Arts' and the 'Royal Danish Academy of Fine Arts: The School of Architecture, the Visual Arts Schools' and the 'Conservatory School' form together the Royal Danish Academy of Fine Arts, which was established on March 31, 1754. Therefore, the institution celebrated its 250th anniversary on March 31, 2004.

The Royal Danish Playhouse

The Royal Danish Playhouse is a theatre building for the Royal Danish Theatre

Location:
Copenhagen, Denmark

Photographer:
Kontraframe

Architect:
Lundgaard & Tranberg

Kannikegården

Photographer:
Anders Sune Berg

Architect:
Lundgaard & Tranberg

Location:
Ribe, Denmark

Year: 2016

Wadden Sea Center

Photographer:
Adam Moerk

Architect:
Dorte Mandrup Architects

Location:
Ribe, Denmark

Year: 2017

Carlsberg Foundation's Researcher Apartments

This new apartment building comprises 22 apartments for academic researchers who work for the Carlsberg Foundation in Copenhagen. The building has been designed to vary in height between three and five storeys, just like the adjacent buildings, so that it blends in perfectly with its surroundings. On the ground floor, the entrance and educational facilities can be used by all residents. The six apartments on each floor are organized around two staircases. Every apartment is unique and differs from the others in size and layout, but they all have a loggia overlooking the garden. On the façade, the architects decided to use special bricks, the

angled corners of which have been cut away to create a 45 degree corner. The bricks are laid in opposite directions on alternating layers to create a striking façade and create a play of light and shadow over the ceramic surface. Thanks to these effects, the building incorporates the historic elements of ornamentation and decoration, giving them a fresh interpretation

Photographer:
Anders Sune Bang

Architect:
Praksis Architects, Denmark

Location:
Copenhagen, Denmark

Year: 2017

Christiansborg Slotsplads – Urban Security

Type: development of a site-specific security concept in historic, urban settings

Photographer:
The Agency for Culture and Palaces

Clients:
The Danish Parliament and The Agency for Culture and Palaces

Year:
2019

Architect:
GHB Landskabsarkitekter

In cooperation with:
Sweco, ÅF Consult and Professor Steen Høyer

Entrepreneur:
C.G. Jensen

Location:
Slotsholmen, Copenhagen, Denmark

Frederiksbjerg School

Photographer:
Hufton + Crow

Architect:
Henning Larsen Architects

Location:
Frederiksbjerg, Aarhus, Denmark

Year: 2016

Wave

Photographer:
Jacob Due

Architect:
Henning Larsen Architects

Location:
Vejle, Denmark

Year: 2018

Blox - Home of the Danish Architecture Center (DAC)

Photographer:
Rasmus Hjortshøj

Architect:
OMA

Location:
Copenhagen, Denmark

Year: 2018

6. STATE ARCHITECTS AS DESIGN CHAMPIONS

The previous Chapter provided a snapshot of the current system of design governance and the main actors in the five case studies. As was seen, all case studies have been in pursuit of a formal policy on architecture for more than a decade, some for almost 20 years. To push for its implementation, the first three (Ireland, Flanders and Scotland) have established a State Architect team within their administrative structure, to provide spatial design leadership in general and improve the design of public buildings in particular, through a diversified set of design policy tools and actions. In the remaining two (Denmark and Vienna) the system operates in a different way, taking advantage of a robust cluster of actors and design advisory bodies, and with a stronger emphasis on spatial design leadership at the local level.

Against this background, the present Chapter intends to develop a cross-cutting analysis of the first three case studies with the objective of extracting some conclusions on the role, instruments and impact of State Architects teams, and hopefully underpin a more refined answer to the background research questions on the impact of design leadership on processes of design governance. To do so, this chapter is organized in three parts. The first will discuss the role of State Architect's teams in a comparative perspective across the first three case studies. More specifically, it will discuss the advantages of having a State Architect office in terms of processes of design governance. A second part will review the different design policy tools used by the State Architects and a third part will discuss the State Architects red lines and main limitations.

The next Chapter will cross-analyse the five case studies together to compare the role and impact of the State Architects in the three states analysed throughout this Chapter (Ireland, Flanders and Scotland) against the design governance system in Denmark and Vienna.

6.1 THE ROLE OF STATE ARCHITECTS

"I believe it is important because a State Architect gets to represent Ireland at a very senior level. But also it shows an acknowledgement by government that they value the contribution of design for placemaking. We don't have a state engineer, wed don't have a state surveyor, we don't have a state builder, but we do have a state architect – and I think that has been an acknowledgement by government, that the quality of what we are building, the quality of places and how we protect our architectural heritage requires an architect at senior level." (CEO, RIAI: Interview: 2018)

The above quote of the CEO of the Royal Institute of the Architects of Ireland (RIAI) reflects her opinion on whether the position of the State Architect was important to foster a placemaking culture in Ireland. The CEO's reply is quite explicit in terms of the added value of having a State Architect. She continued saying that the appointment of a State Architect by the government in 2009 was one of the architecture policy outputs but also the political recognition of the importance of design for high quality places. Since then, in her view, the State Architect has been enormously helpful for the government in leading and encouraging central and local governments to aim for better places, to make connections with other departments and stakeholders, as well as to improve methods of working with local authorities (Ibidem).

To varying degrees, the same positive view on the role of a State Architect has been expressed by different interviewees of all three countries under analysis. In fact, they all agree that having a State Architect is crucial in improving the role of the state, which should lead by example and set an agenda for future action. To better understand its role, this section will break down the role of State Architects in five dimensions.

I.   Providing spatial design leadership

The appointment of a State Architect is a direct way for the government to take a leadership role in design governance, by fostering and promoting a place-making culture. In accordance with the theoretical discussion held in Chapter 3, from a governance perspective the state should 'steer and not row'. This means that by setting a State Architect team aimed at promoting design quality based on a medium and long-term view, the government shows the direction that society in general and development actors in particular should take - through

the use of informal mechanisms of negotiation and persuasion instead of more traditional "command and control" instruments.

Acknowledging that the state is one of the major clients of the construction industry and one of the largest property owners, the methods and criteria used by public bodies are usually then adopted as a model by the private sector. Whether by central government and its agencies or by local authorities, the state should set an example by promoting good practices as owner, developer and user of public buildings (Ireland, 2009). Therefore, it must present itself as an exemplary client committed to quality in every aspect of building procurement and property development (Ibidem). In this context, the State Architects assume an important role of design leadership, promoting design quality as a cooperative aim across different sectors and levels of public administration, even if in practical terms this does not impose a new statutory framework. In the case of Ireland, this is also done in a direct way by assuring the overall design and construction management of a huge portfolio of public buildings.

II.   Improving the system of design governance

One of the main advantages of having a State Architect is, according to interviewees, the capacity of the role to enhance the system of design governance. As discussed in Chapter 3, a conceptual shift from 'government to governance' has been taking place since the beginning of the 1990s, which encompasses the idea of a 'new way of thinking about state capabilities and state-society relationships' (Pierre, 2000). In all three case studies, the State Architects mentioned that they were able to start and develop a process of participation and negotiation between different policy actors, including public and private stakeholders. This type of informal interactions is crucial to improve decision making processes, in policy making as well as in major public projects. Nevertheless, the State Architects impact extent and ability to influence others will be constrained by their mission, specific attributions and level of political support.

Although to varying levels, all three State Architects are entrusted with the role of state design champions, in charge of promoting a mind-set change of both public (e.g. politicians, planners, etc.) and private actors (e.g. developers, designers, etc.) about the quality of buildings and places. The Flemish Government Architect assumes a

more pro-active role as change agent promoting new concepts and ideas to local stakeholders and wider society, while the Irish and the Scottish State Architects assume a more advisory and technical role within public administration (see Section 7.2). Despite the differences, as discussed above, they all deliver spatial design leadership by providing design policy advice, promoting better public buildings and fostering public awareness about the importance of design quality, which ultimately will end up improving the system of design government.

III. Providing advice on government policy

Given their expert knowledge on spatial design issues, the State Architects also provide advice on government policy regarding matters that may affect the built environment. In the case of Scotland and Flanders, the State Architects are responsible for the development of architectural policies, supervising and monitoring the implementation of the policy goals, initiatives and actions. Within these processes, they may coordinate inter-sectoral working groups to integrating as many different views as possible. State Architects also provide advice on major development projects, prepare policies and supervise their implementation.

Furthermore, State Architects also propose amendments on gaps and contradictions in the complex system of norms affecting the built environment. For example, the Flemish Government Architect office formulates concrete recommendations and measures, not only for decision-makers in federal, provincial, and municipal administrations, but also for educational institutions and professional organizations (Interview: 2018). As such, State Architects provide expert information and knowledge to policy-makers with a sound decision basis.

Another role played by the State Architects is to represent governments in international forums and meetings, from open EU initiatives and events, such as the European Heritage festival or the architecture biennales, to specialized international networks, such as the European Forum for Architectural Policies (EFAP).

IV.   Promoting inter-departmental dialogue and cooperation

As discussed in Chapter 3, spatial design is a cross-sectional issue, involving different political decision-makers and stakeholders, each with their own say on development, policy, and regulatory and enabling functions of the state. According to the interviewees, the State Architects have been able to create new bridges and communication channels between different state departments and public organizations, or in other words, by 'encouraging organisations to act holistically and work in a joined-up fashion with others to achieve a quality place rather than think and act in silos to suit their own professional interests' (Tiesdell et. al. 2013). To do so, they usually organize meetings with distinct public departments and appeal to others to act in a holistic manner when it comes to design quality. From this perspective, the State Architects offer cooperation with different state actors to persuade them to adopt a more proactive place-making culture instead of reactive culture (Tiesdell, 2010). For this they have at their disposal several policy tools, which will be discussed in the next section, such as promoting specialized forums to achieve consensus on common goals and on how to improve results on the ground.

V.   Fostering a placemaking culture

According to the interviews, the State Architects have the ability to initiate a communication process between public actors but also with stakeholders in the building industry, such as private developers, investors, regeneration agencies, transport companies, designers and planners, the community and all the other interest groups. Therefore, one of their main tasks is to promote an awareness of architecture and a design culture in society, so that it may become possible to influence the choices of consumers or the decisions of producers and, ultimately, arrive at better quality built environments.

In all the case studies, the State Architects take part in different forums, communicating the importance to pay attention to quality and emphasising the added value stemming from including design concerns earlier in the decision process. By fostering public awareness about the importance of design quality, State Architects promote a mind-set change of both public and private actors regarding the quality of the designed environment. This role will be played with less or more enthusiasm depending on the personality and vision of the State Architect.

6.2 STATE ARCHITECTS POLICY INSTRUMENTS

As examined in the case studies, the State Architects have at their disposal a wide range of informal design policy tools to foster and promote a placemaking culture, which supplement the more traditional mechanisms of design control and regulation. Following the discussion on Chapter 3, informal policy tools (non-statutory) are focused on enhancing the capacity, competence and knowledge of development actors and institutions including all sorts of information, learning, symbolic and organizational tools. This type of policy instruments is generally seen as a form of investment in the development of human, social, cultural and institutional capital (Tiesdell & Adams, 2010).

This section will examine State Architects' policy tools using Carmona's (2017) typology of design governance tools, discussed on Section 3.3, which is divided in five categories: i) direct assistance with projects and/or with processes of design; ii) evaluation of design quality; iii) promotion of design; iv) dissemination of knowledge; and v) gathering of evidence. In Carmona's typology, design governance tools range along a continuum of intervention, from higher to lower level of intervention (hands-off to increasingly hands-on) (Ibidem, p. 19). Considering the State Architects' specific role, it was decided to invert this order and develop this section from the greater to the lesser extent of intervention.

I.   Assistance with projects and/or with processes of design

From the five categories, the first is the most hands-on and proactive: direct assistance with building projects and/or with design processes. Although with different scopes of intervention, one of the main missions of State Architects is to promote high quality public buildings and construction works, namely by directly intervening in project design and construction management. By appointing a State Architect team, the government is reinforcing and improving public sector design competences, which will in turn be responsible for certain design tasks and portfolio as well as for assisting other state departments in processes of design.

Within the three case studies, the Irish State Architect is the one with more direct responsibility in the design and/or construction of public buildings. As a result, a large team of designers is responsible for the design and construction management of a large portfolio of public buildings and facilities,

including conservation and maintenance (see section 5.1). The State Architect's office also provides design assistance to other state departments and agencies when requested, while also promoting better urban integration and design quality for all other state buildings (e.g. healthcare facilities), even if it is not requested to do so. In the latter case, there will be an indirect influence, depending on the will of the public promoter to accept or not the advice.

The Flemish Government Architect does not have direct design competences or responsibilities for public buildings but he has a long experience of assisting public principals of different levels of the administration, namely, preparing and defining the brief, organizing the design competition and selecting the designer, through the Open Call method (see section 5.3). As such, his team directly intervene into the design process, which will indirectly influence the quality of public construction, running from small schools, to medium size public offices to major urban planning frameworks.

Although the Scottish Chief Architect does not have direct building design responsibilities, he regularly promotes meetings with other state departments that do (e.g. education), to discuss ways of improving the standards of design and construction, which is a type of indirect initiative to improve public built outcomes. In addition, he manages and supervises the work of A&DS, which is the national design champion on architecture and the built environment, an executive non-departmental public body (NDPB). Funded by government, A&DS has a long experience of assisting different public state departments and local authorities, namely in local design review panels. Through the approval of the A&DS funding and biannual activities plan, the Scottish Chief Architect is able to shape the action of A&DS towards better public built outcomes.

II.   Design review and evaluation

This category focuses on issues of 'evaluation' of particular projects, places or processes; including different types of reviews and certifications, which contain a series of tools through which judgements are made about the design quality, be it by the State Architect or an external advisory board. Although still informal, according to Carmona (2017) these have the potential to shape particular outcomes rather than just the decision-making environment.

In certain cases, for larger state-owned building projects, State Architects select and oversee the work of architectural firms contracted by the state to prepare designs and specifications. This is the case of the State Architect of Ireland, whose team has to review and approve designs prepared by private-sector architects for critical buildings owned by the state such as schools, police stations, fire stations, etc. The Flemish Government Architect also evaluates designs through the Open Call method, described previously (See section 5.3).

Similar to the above, although the Scottish Chief Architect does not have design review duties, he delegates this to A&DS. The organization has been very active in managing Local Design Review Panels and supporting local authorities to improve the quality of the built environment, by helping them to address design issues early on during the pre-application stage of planning when there is still time for discussion and changes. In addition, A&DS has been developing evaluation tools, such as the 'Place Standard assessment tool', which allows any user to evaluate the quality of places[33].

III.   Promotion of design and exchange of ideas

The third category is focused on the promotion of architecture and spatial design, exchange of ideas and debates, including all type of tools such as conferences, awards, campaigns, and partnerships. State Architects usually organize symposiums or forums of discussion on specific themes, inviting different decision-makers from relevant fields and substantially contributing to areas that need attention. They also contribute to workshops or conferences as speakers, providing public statements from a design perspective about specific developments, even if not requested, to promote debate and exchange of ideas. In this logic, a State Architect may be a powerful actor to persuade others and promote a culture change about the importance of achieving better places.

With the objective of promoting innovation in spatial design, some of the State Architects promote architectural prizes. By publicly acknowledging extraordinary achievements, governments hope to raise design quality and award reference projects that set up new benchmarks. Nowadays, however,

there is already a proliferation of prizes promoted by a panoply of entities, and the impact of this type of initiative can be questioned. To counteract this, the Flemish Government Architect introduced the Client Award, which intends to promote good commissioning practices among developers and promoters (See section 5.3).

Still within this category, State Architects coordinate state funding for spatial design initiatives, such as support to architectural festivals and events. For example, the Scottish Government supported the Housing Expo in 2010 or the architectural festival in 2016, including a wide diversity of related activities, such as street installations, exhibitions, debates and conferences, guided walks, parties, design workshops, small talks, etc. Some of the festivals are organized every year and last for a couple of days, while others are biennial or triennial. The Irish State Architect provides annual funding for the functioning of the Irish Architecture Foundation as well as for several cultural initiatives (e.g. Open House Dublin).

IV.   Dissemination of information and knowledge

The fourth category focuses on the dissemination of information and the creation of new knowledge about design processes and the built environment, including best practice guides, case studies libraries or education & training initiatives. In the case studies, the State Architect teams usually promote the development of guides and manuals on different aspects of the built environment which comprise a wide range of topics, such as architecture, urban design, heritage and conservation, sustainability, etc. This documentation is an important source of information that complements existing legislation with appealing and easy-to-read material drawing from examples of validated best practice, not only directed at the professional sector and public servants but also at the general public. For example, the Irish State Architect support several publications in the areas of architecture, urban design, landscape and heritage.

V.   Provide evidence

The last set of tools is *evidence,* which refers to the research or audit capabilities of State Architects or advisory bodies. As was seen in the case studies, the State Architects are considered important sources of expertise in design related matters and policy. Although each state has specific funding programs for research projects that

33   The Scottish 'Place Standard assessment tool" was developed by three partners: Architecture and Design Scotland (A&DS), NHS Health Scotland and Social Justice Department.

include architecture and spatial design issues, sometimes State Architects also develop specific studies together with partners or simply commission research to others. For example, the Flemish Government Architect mentioned that, when necessary, they commission specific research to universities (e.g. studies on ecological building solutions). The aim is to provide new knowledge and to influence development actors to adapt their modus operandi. As such, the different forms of evidence that an administration may communicate and pass through will influence the way how the market actors operates.

6.3 LIMITATIONS AND CHALLENGES OF STATE ARCHITECTS TEAMS

Although the appointment of a State Architect team reveals a public commitment to the value of architecture and design quality, this recognition may not be enough to improve the quality of the built environment. Besides demonstrating a willingness towards place-making, governments also need to invest in the front end vision to achieve quality places. As discussed on Chapter 3, the design of the built environment is considered a complex social problem as it is the result of multiple interactions among public and private actors, most of the times with divergent interest and distinct decision power mechanisms. The social and complex nature of design quality emphasizes the importance of creating a favourable climate for good design through the implementation of a diversified policy agenda that covers a wider spectrum of areas.

Therefore, as all other public actors and agencies, State Architects need to have strong political support and enough level of resources to able to implement diversified design policy tools to produce substantial impact and give an impetus to cultural change. In this framework, State Architects' capacity of intervention on processes of design will always have certain limitations and challenges to deal with along its mandates. This Section will take a look on some of these.

I.   Interdepartmental barriers

One of the main goals of State Architects is to promote high standards of design as a way of achieving value for money and improving the quality of public buildings. However, in practical terms, this objective is not easy to achieve as spatial design is a cross-sectional issue, involving different political decision-makers and stakeholders at various sectors and levels of public administration. This means that, to promote design quality, State Architects

need to involve a wide range of departments and agencies (Bento, 2017).

As discussed in Chapter3, the state is a complex organization, with its own internal disputes and interests, in which the creation of autonomous semi-public agencies and outsourcing has become the rule. The administrative structures of modern states hinder the implementation of public policies that cross many sectors and levels of the administration. So, one of the main challenges that State Architects have to face is how to influence different state departments and improve the co-ordination of the wide range of policies that affect the built environment.

Furthermore, the multi-level governance system, with the increasing autonomy of local government, may hinder the State Architect's capacity to influence local politicians without the appropriate mechanisms or financial means to do so (e.g. design guidance, subsidies, etc). As such, the State Architect discourse around the values of design quality will only be ingrained by the different government actors if there are effective interdepartmental channels of communication. This can be done by creating interdepartmental platforms that can build bridges and facilitate communication between different departments. Nevertheless, as seen above, appointing a State Architect is one of the mechanisms for the government assume a leading role in placemaking and push for the implementation of a design agenda.

II.   Lack of statutory 'status' and regulatory tools

Since the majority of the State Architects' policy instruments are essentially capacity-building, generally referred in this study as informal policy tools, or tools without teeth, the State Architects face the danger of not being able to influence the choices of producers (investors, developers), who end up having the most decision-making power on the overall quality of the development. Although capacity-building tools are important to raise awareness and stimulate both sides of the market, development is still mostly a profit-driven process, in which commercial pressures often go against long-term investment in design quality. In this sense, exhortations of the public benefits of good design will have a limited impact in a climate in which financial value and return are the main drivers for private sector investment (see theoretical discussion on Chapter 3).

One of the main issues continues to be how to change the current procurement process, which is mostly defined by EU regulation and does not potentiate the use of design competitions or other solutions that may value quality beyond the "lowest price" criteria. Unfortunately, the three State Architects continue to struggle to introduce quality criteria in the procurement process. Another issue reported has been the difficulty of stopping the loss of design skills on local authorities and the introduction of more efficient design standards in the planning system.

III. The need to create a virtuous circle of production: a long-term goal

Although the State architects aspire to build high-quality environments, these aims are very difficult to achieve in the short term. As was discussed previously, design quality can be considered a complex social problem as it is dependent on a wide range of actors involved in the production, maintenance and renovation of urban spaces. In this sense, the State Architect needs to implement a diversified policy agenda and a mix of policy tools covering a wider spectrum of areas. As noted by Adams et.al. (2013, p. 299), if regulatory instruments are the only tools available to policymakers and planners, their primary concern will be reduced to the verification of compliance to the norms and of the speed in which regulatory decisions are made. Although capacity-building tools may have a lower impact, they must be seen as a long-term investment in people geared to changing the behaviour of development actors, mainly through persuasion and by promoting a change of mind set, focused on enhancing the skills, competence and knowledge of development actors. Only by enabling a cultural change in relation to the built environment will it be possible to achieve more integrated and sustainable places.

7. SPATIAL DESIGN LEADERSHIP IN A COMPARATIVE PERSPECTIVE

After examining the role of State Architects in the first three case studies, it is relevant to look across the five case studies of this research to obtain a comparative perspective of the different design governance systems and how spatial design leadership is being delivered with and without the figure of the State Architect. Although each state has its specific administrative structure and relevant actors, there are several lessons that can be extracted by comparing the differences and similarities among them. It is important to recall that each state has its own contextual setting: social, culture, administrative and legal. As such, the specific policy instruments found in each state cannot be divorced from its background, being used in this chapter to illustrate the different design governance innovations and constraints.

With this in mind, the present Chapter will follow the same structure used for the case studies analysis (Chapter 5). A first part will briefly look across the different architectural policies adopted in the five states, which embody government's design leadership aspiration. A second part will discuss the role and mission of state design champions across the five states, including the State Architects already analysed and the main actors found in Denmark and Vienna. Finally, a third part will briefly look at the role of other relevant actors in the design governance system of the five case studies, where it will be shown that there are several design policy aims and tools that are being delivered by other players.

7.1 PUBLIC POLICY ON ARCHITECTURE

As was seen in Chapter 5, all five case studies have been pursuing a formal policy on architecture to promote quality within the built environment for more than one decade and some for almost 20 years. Considering that spatial design is a shared policy domain between diverse sectors and levels of the state, besides proclaiming the importance of design quality for citizens' well-being, through the adoption of a public policy on architecture the different governments are setting a design policy agenda and providing leadership within the overall system of design governance. This means that the adoption of an architectural policy is by itself an expression of governmental design leadership intended to stimulate a placemaking culture and enhance the role of the government in promoting a more sustainable built environment.

Although all five case studies have adopted a formal policy on architecture, it is possible to observe several differences among them, namely its institutional approaches, type of policy documents, main concepts used and implementation mechanisms. Despite the time given for this research did not allow a proper examination of the differences among the policies as well as the specific contexts and main drivers that determined the characteristics of each policy approach, the following aspects can be highlighted.

Firstly, the institutional approach of each policy is strongly influenced by the administrative structure and context where the policies were developed. From the five case studies, four have adopted a comprehensive architectural policy approved by the council of ministers; in the case of Vienna, by the City Council. Despite each policy has its own characteristics, the comprehensive policies can be broadly described as an official policy document of strategic orientation with a global approach on architecture in which the government defines the main goals and objectives to safeguard and promote design quality in building, urban design and culture heritage, to be subsequently implemented by public authorities (Bento, 2017).

Although Flanders does not have a comprehensive policy as the remaining case studies, considering a wider notion of public policy, the Flemish architectural policy has been formalized through the adoption of several sectoral policy documents approved by the government and by the establishment of two architectural institutions, namely, the Flemish Government Architect in 1998 and the Flanders Architecture Institute (VAI) in 2001 (see Section 5.3).

Secondly, the main ideas and values underlying the architectural policies discourse, which problems are they supposed to solve and which target areas they prioritize in their action plans, are also very site specific. For example, the Viennese policy is focused on the notion of building culture defining ten *Baukultur* guiding principles, which are intended to serve as a basis for the city of Vienna when it comes to the design of public spaces, buildings or parks. Although the term architecture is replaced by a broader notion, the same concerns about placemaking and the importance of the design for the quality of life are also present. This means that this broader conceptual approach does not undermine the general aim of a more sustainable environment which seeks a balance between social, economic, environmental and cultural objectives.

Thirdly, as in all public policies, architectural policies will only be a useful tool if they are provided with the means and resources for an effective implementation. Otherwise, they will be just a well-intentioned high-level policy statement on the value of good design, static in time and with no capacity of intervention with very little (if any) impact (see Bento, 2017). As was seen, all case studies have been making efforts on their architectural policies' implementation. To do so, they have appointed a State Architect team, or a similar division / office, which this research broadly refers to as state design champions, to delivery most of its policy initiatives and monitor the implementation action plans. This will be discussed below.

7.2 STATE DESIGN CHAMPIONS

As was seen in Chapter 5, all case studies have entrusted a public actor to act as champion for higher standards and to promote good practices across and beyond government, in an effort to foster a place-making culture and capacity. The first three states have established the position of State Architect, who acts a design champion within or in the name of the government, being responsible for, among other issues, promote better design of public buildings and places, advising other departments on design quality, providing support in the preparation of design competitions, monitoring the implementation of the architectural policy actions and contributing to the development of best practices in procurement and contracting policies.

The State Architect of Ireland has the biggest team with almost 100 people. This is a quite unique situation, as Ireland still maintains a centralized architectural service inside OPW, a central department responsible for the management and maintenance of a huge portfolio of public buildings (except healthcare facilities and others), promoting and monitoring the urban integration, and the design quality of most governmental constructions. In this context, being capable of directly influence to the design quality of most public buildings gives the State Architect a reinforced position in terms of negotiation and influence over others state departments in Ireland.

The Flemish Government Architect has a medium-sized team of 22 people, with a more independent role, being placed semi-outside the public sphere. The aim is to have an independent voice on design quality, in what might be described as a 'watchdog' without teeth. The range of instruments of the Flemish Government Architect were developed along its twenty years of existence, with the Open Call method becoming the main leverage for improving the quality of public commissions in Flanders (see section 5.2). Recently, the new Flemish Architect introduced new tools, namely the development of pilot projects, working together with municipalities and universities in innovative design and built solutions, to demonstrate to market actors that it is possible to provide accessible housing with high design standards and more ecological construction.

The Scottish Chief Architect has the smallest team with only 8 people. Nonetheless, the Chief Architect is responsible for the coordination and development of the Scottish architectural policy, namely monitoring and supervising the state financial budget spent on the implementation of the different policy actions. One important task is the approval of the biennial work programme of the Architecture and Design Scotland (A&DS), the design champion in Scotland, and several other related architectural initiatives. In addition, the

Table 5 – Recent architectural policy documents

State	Name	Type	Year	Department responsible
Ireland	Towards a Sustainable Future: Delivering Quality within the Built Environment	Comprehensive	2009	Built Heritage, Architectural Policy & Strategic Infrastructure
Flanders	Government Architect Policy Statement: Creating space for people and nature.	Sectoral	2017	Flemish Government Architect
Scotland	Creating Places. A policy statement on architecture and place for Scotland	Comprehensive	2013	Architecture and Place Division
Denmark	Danish Architectural Policy. Putting people first	Comprehensive	2014	Agency for Culture and Palaces
Vienna	*Baukultur* policy principles for Vienna	Comprehensive	2015	Architecture and Urban Design

Table 6 – State design champions

State	Position	Minister / Institution	Department / Unit	Staff	Position
Ireland	State Architect	Office of Public Works (OPW)	Department of Architectural Services	90	Inside (department)
Flanders	Government Architect	Presidency of Ministers	Flemish Government Architect Team	22	Outside (office)
Scotland	Chief Architect	Built Environment Directorate	Architecture & Place division	8	Inside (division)
Denmark	Chief Senior Adviser*	Culture / Agency for Culture and Palaces	Department of Architecture, Planning and World Heritage	-	Inside (division)
Vienna	Director**	State of Vienna & City Council	Department of Architecture and Urban Design	65	Inside (department)

* Senior Adviser responsible by the supervision of the architectural policy implementation in Denmark.
** Director responsible by advising on the quality of architecture and urban design within the state of Vienna.
- No information

Chief Architect works closely with the urban planning team responsible for monitoring the spatial planning framework and urban design guidelines that are issued for the local authorities.

Therefore, as already discussed, despite the different sizes and levels of competences, the State Architect teams in the first three case studies (Ireland, Flanders and Scotland) have an important role of spatial design leadership, expressed through a varied set of design policy tools.

Although Denmark and Vienna do not have a State Architect position, they have their own clusters of state actors. The Danish situation is the most decentralized, where the Agency of Culture and Palaces of the Ministry of Culture assumes the task of supervising the architectural policy implementation across state departments. In addition, there are two important external actors: the Academy Council of the Royal Academy of Fine Arts, which is the state's adviser in artistic issues in the fields of architecture, and the Danish Building and Property Agency, the state's property developer responsible for a huge amount of design assignments for public buildings, operating under the Ministry of Transport, Building and Housing.

The state of Vienna is quite different from the rest due to its federal system and being both a state and a capital city. Within its municipality functions, it has a specific Department of Architecture and Urban Design responsible for design review and advice about the quality of private building projects, public space and urban design, as well as design of public facilities. The department is constituted by a large number of designers (around 65 people) delivering design advise and working together with the different municipal departments. Based on the concept of building culture (*baukultur*), the department also works closely with the Architecture Centre of Vienna in specific cultural exhibitions and events (this will be discussed below).

Missions of state design champions

One of the lessons taken from the comparative analysis is that the State Architect teams, or similar spatial design units, have different roles and competences according to their position within the administrative structure. Following Tiesdell and Adams' (2010) conceptions of the role of local authority 'design champion', it is possible to place the State Architects and main actors of the five case studies along a spectrum, from a more limited role of 'design advisor' to a more expansive role as a 'change agent' or 'change leader' (see Chapter 3).

At one extreme, the state design champion can have a more limited role as a design advisor who operates within, and adds capacity to, the statutory planning system and supports the building and urban development departments, for example, on reviewing the design quality of building permits of development projects and the subsequent negotiations and report writing on formal applications. Within this role the design advisor may also help to shape design policies in development plans or zoning codes (Ibidem). This is the case of the Architecture and Urban Design Department in the state and municipality of Vienna or the Danish Department of Architecture, Planning and World Heritage form the Agency of Culture and Palaces.

More proactively, on the opposite side of the spectrum, governments may appoint a design champion as change agent, with a much more ambitious role. This is a strategic and political role, in which the "change agent develops a vision of positive change and leads a project to transform an organisation by getting people – politicians, local authority officers, the local design and development communities, amenity groups and the general public – to think differently about place-making; to alter everyday working practices; and ultimately to achieve better outcomes on the ground" (Ibid.). This is the case of the Flemish Government Architect, whose mission is to promote a placemaking culture and charting a vision for the future.

Fig. 18 – Spatial design leadership spectrum

In between, there is the State Architect of Ireland, whose mission can be placed in the middle of the spectrum, as he has an important role as a design adviser but assumes a proactive leadership across government influencing and motivating people. Finally, the Scottish Chief Architect is more on the left side of the spectrum but it is a special case as he supervises and works with A&DS, a national institution whose mission is to champion spatial design.

7.3 OTHER RELEVANT ACTORS

Spatial design advisory boards

As discussed throughout Chapter 5, the State Architects also carry out important spatial design advisory functions[34]. This can vary from specific project design, zoning or master plans, to policies or regulations that have may affect the design of the built environment. These specific tasks are determined by the political, social and cultural context of each state[35]. Nonetheless, it was possible to observe that in three of the five case studies, there was a specific body with spatial design advisory tasks, operating as non-departmental public bodies (NDPB) or as an independent advisory board.

Table 7 – Spatial design advisory boards

State	Advisory board	Tutelage	Statute
Ireland	State Architect	Office of Public Works (OPW)	Public
Flanders	Government Architect	Presidency of Ministers	Public
Scotland	Architecture and Design Scotland	Built Environment Directorate	NDPB
Denmark	Academy Council	Does not apply	Independent
Vienna	Advisory Board for Urban Planning and Urban Design	State of Vienna & City Council	NDPB

In Scotland, Architecture and Design Scotland (A&DS) was entrusted with several design informal tools, including design review local panels, which are designed to support local authorities to improve the quality of the built environment by helping to address design issues

early on during the pre-application stage of planning. In Denmark, the Academy Council is an independent body who provide expert advice to municipal and state authorities when requested on architecture and spatial development projects. In addition, it may, on its own initiative, obtain information from specific design interventions or art projects and make statements to state authorities and public institutions, as well as, make those statements public.

In the case of Vienna, besides the role of design review carried out by the Department of Architecture and Urban Design, there also exists a specific Advisory Board for Urban Planning and Urban Design, composed of a group of experts and persons, to provide design advice about projects with a strong impact on the public realm and about new zoning plans (see Section 5.4). Parallel to this, several municipalities are also appointing City Architects to promote a liveable and inclusive urban spaces, as was seen in the case of Denmark.

Architectural cultural institutions

In all five case studies, governments have been supporting, with more or less expenditure, the functioning of architectural cultural institutions dedicated to the promotion and championing of architecture, urban design and the built environment in general. The recognition of the importance of communicating the value of Architecture to the general public has led the five governments to financially support architectural cultural organizations, mainly through the ministries of culture, obtain the remaining funding from private sponsorship and donations.

Table 8 – Architectural cultural institutions

State	Name	Year	Main funding**
Ireland	Irish Architecture Foundation (IAF)	2005	Public & Private
Flanders	Flanders Architecture Institute (VAI)	2002	Public
Scotland*	Architecture & Design Scotland (A&DS)	2005	Public
Denmark	Danish Architecture Centre (DAC)	1984	Public & Private
Vienna	Architecture Centre of Vienna (AzW)	1992	Public

* In Scotland there is also the Glasgow Architecture Centre - The Lighthouse

** Adding to the main funding all the institutions receive private sponsoring for specific initiatives.

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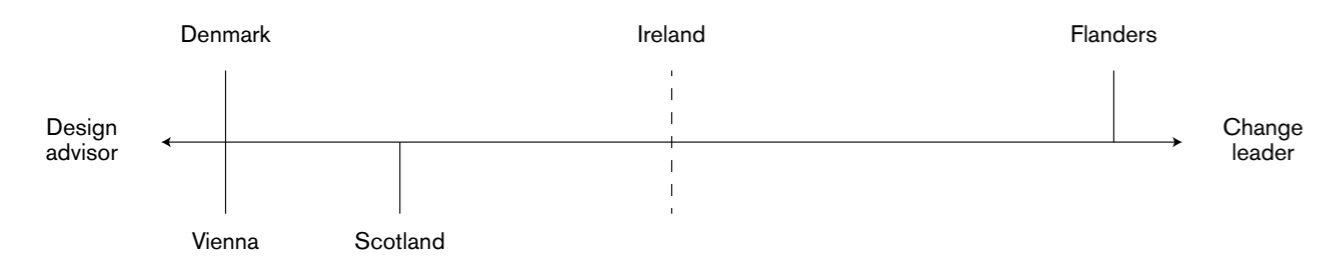
34 In Ireland and Flanders, design advice is part of the States Architects functions, which have design expertise inside their own organization and in the case of Flanders, if necessary, can request assistance to an expert group.

35 As already refereed in Section 2.3, the five states have different administrative organizations: unitary (Denmark and Ireland), federal (Flanders and Vienna) and the specific case of Scotland (UK).

Although the structure and remit differ between the different institutions, their main objective is to present and provide information about architecture and urban matters, creating spaces for debate on the future of the built environment. These include programs targeting different audiences, such as young generations (school workshops, teaching materials, etc.), professional designers (lectures, debates, etc.) and the general public (exhibitions, open houses, TV programmes, etc.). The main aim is to create a climate favourable to generating design quality, which will in turn have an impact on the quality of the built environment by raising consumer (clients, buyers, communities) expectations about the quality of design.

Within these five institutions, the Scottish A+DS assumes some of the tasks of the State Architect to champion the highest standards in design in both the public and private sectors. A+DS works through six programmes to advocate the benefits of excellence in design, including urban design, design review, school design and healthcare design. In this perspective, there is a formal delegation of design competences to a national non-departmental public body, which is quite particular within the international context.

Public building and property agencies

In some of the case studies there is a public agency in charge of the management, construction and maintenance of most state buildings and properties. For example in Denmark, the Building and Property Agency is the state's property enterprise and developer, which manages current and future needs of most of Danish public facilities, such as universities, police, courts and most of government departments. Although it does not have a State Architect position, the Danish agency develops a huge amount of design assignments for public buildings and often organizes design competitions (see section 5.4).

In Ireland, this role is played by Office of Public Works (OPW), already mentioned in this report, which manages and maintains most of the state's property portfolio. The State Architect of Ireland is in charge of the OPW architectural services, assuming a Director position at the same level of other board directors, which gives him a good position to negotiate and influence other departments inside OPW (Interview, 2018) (see section 5.1). In Austria, the Federal real estate society (BIG) is in charged with the construction of buildings for the state (planning, invitations for tenders, competitions and realisations), including the procurement and assignment of the architecture of most federal buildings (for administration, universities etc.).

Professional organizations

In most countries, there are professional bodies entrusted with the professional regulation of architects and other designers, mainly by the obligation of registering the title. The range of designers covered by these institutions change from country to country, where in some countries access is limited to architects while in others it includes several design professionals, such as architects, urban designers, landscape designers and engineers. For example, in Austria the professional body includes architects and engineers. From the five case studies, Scotland is the only one that has a specific organization in charge of registering the Architect title for all the UK, entitled the Architects' Register, which is independent of the professional organization, the Royal Incorporation of Architects in Scotland (RIAS).

Table 9 – Architect's professional organizations

State	Organization	Mandatory
Ireland	Royal Institute of the Architects of Ireland (RIAI)	Yes
Flanders	Order of Architects	Yes
Scotland	Royal Incorporation of Architects in Scotland (RIAS)	No
Denmark	Danish Association of Architects	Yes
Vienna	Federal Chamber of Architects and Engineers	Yes

One way of increasing the design quality of built projects is by demanding a higher leve of skills from designers, through a more demanding system of access to the profession. In this context, there has been a European tendency to enforce the registration of the title as a requirement to practice. For example, in Ireland, the mandatory registration of the title of 'architect' was imposed by a revision of the Building Control Act in 2007, where RIAI was designated as the registration body and the competent authority with regard to architects. Although this change was not part of the 2002 Irish Architectural policy, the RIAI CEO (2018: interview) referred that the Irish Architectural policy facilitated the introduction of the new system. In a more demanding way, some of the states have introduced the obligation for prospective designers to gain a minimum period of professional experience before entering the Register of Architects.

8. CONCLUSIONS

This investigation explored the role of governmental spatial design leadership through the appointment of State Architect (or similar) teams and their (potential) contribution to the wider processes of design governance. It started by setting out a general outline of the theory of design governance, the different design policy instruments at hand, and an overview of the role of design champions. This was followed by a brief review of the role of State Architects in general, and of several examples of this position in Europe and beyond. All of these constituted the general landscape within which the State Architects would be examined throughout this research. Considering that several states had a State Architect within their administration, three were chosen for inquiry: Ireland, Flanders and Scotland. The objective was to determine whether a State Architect could improve the role of the state in promoting better places by delivering a more effective governmental spatial design leadership.

Against this framework, it was decided to also examine two other states that do not have a State Architect in place, in order to understand what other ways of spatial design leadership are being practiced, how does the system of design governance operate and what design policy tools were being used. To do so, as explained in Chapter 2, Vienna and Denmark were chosen to provide counterpoint information on the approach followed by the first three case studies. This would provide a more enriched panorama on the background question of the role of spatial design leadership. The end result is a three-part analysis that addresses: the current situation in each of the five case studies (Chapter 5), a cross analysis of the role and tools of the State Architects teams (Chapter 6) and a comparative analysis of the spatial design leadership across the five case studies (Chapter 7).

The present Chapter outlines the most significant conclusions of this research following the structure provided by the three specific research questions. The first section will review the main conclusions on the role and instruments of State Architect teams (first research question). The second will discuss the impact of State Architects in processes of design governance in the first three states (second research question). The third, and last section, will revisit the background research question on the potential contribution of spatial design leadership on processes of design governance across the five states (third research question).

8.1 THE ROLE OF AND INSTRUMENTS OF STATE ARCHITECT TEAMS

As was seen along this report, the appointment of a State Architect team is a practical way for governments to implement a public policy on architecture and spatial design. In line with the theoretical discussion in Section 3.2, in order to raise the standards of design and achieve better places, there must be a consistent effort on the part of all the actors and stakeholders that intervene in the built environment. As national legislator, planner and development controller, the state plays a key role in the definition of the built environment through several statutory and non-statutory functions embracing a wide range of tools and instruments. In view of its special responsibility, the government should set an example for the community at large, providing leadership in design matters and promoting better public buildings and places.

In this sense, through the appointment of a State Architect, governments are creating the institutional conditions for improved public action in this domain. Taking into consideration the wide range of sectoral departments involved in design, the role of the State Architect is to provide leadership and strategic advice to government, to be able to improve the quality of public buildings and places. Besides planning and designing public constructions, the State Architect is also usually called upon to provide advice regarding building regulations or other related legislation. Therefore, they also contribute to policy and design advocacy, namely in the definition and development of architecture and built environment policy, through the involvement of other stakeholders leading to a more participatory design governance processes.

As previously explored, the State Architects can make use of a variety of informal design governance tools shaping stakeholders' decision-making environment where design occurs (Tiesdell and Adams, 2011). The specific competences and areas of responsibility of a State Architect vary according to the national/state context. Some involve responsibility for the design and/or construction of public buildings while others involve working closely with other state departments, helping them in the process of selecting and overseeing the work of architectural firms contracted by the state. For example, the Flemish Open Call is an instrument, free of charge for public clients, based on the principle that great outcomes are derived from a good program, an interested patron and great designer. The underlying belief is that, by improving the design process that leads to the public construction, we can also, in turn, improve the overall quality of the built outcome.

The State Architects may also develop and support cultural activities to promote spatial design as a cause, and provide public statements from a design perspective about specific developments, even if not requested. This set of informal design governance tools are focused on raising public awareness about architecture and place quality, promoting a design culture in society, so that it may become possible to influence the choices of consumers by raising their expectations about their everyday environment. This in turn can influence producers' choices and, ultimately, lead to better quality built environments. In this logic, the State Architects assume an important role of leadership, acting as the state design champions fostering and promoting a culture change about the importance of achieving better places.

8.2 THE IMPACT OF STATE ARCHITECT TEAMS

Starting from an interpretative stance, this research believes that policymaking is a continuous and incremental process in which the main ideas and values sustained by a community will have a determinant effect on the type of policies adopted. As discussed above, most of the State Architects' policy tools have an informal nature (non-statutory) and are focused on people's mindsets, that is, reframing actors' value systems about placemaking. As such, it is not possible to assess this sort of 'fuzzy' impacts by using quantitative inference of the number of actions generated by the State Architects. Nevertheless, through the cross-analysis of the three case studies it was possible to identify the main strengths and weaknesses of State Architects and its main policy outputs. Based on this data, it is possible to conclude that the State Architect teams have had a positive impact on the wider design governance system of the three case studies.

As discussed in Chapter 3, placemaking as a goal can be easily overlooked by politicians believing that the institutionalized system of urban governance (e.g. building and planning permits, municipal development plans, etc.) already provides the necessary tools to shape and create good built environments (Steve Tiesdell & Adams, 2011, p. 124). However, plans and design regulations by themselves will not ensure places with good quality – they may achieve minimum standards and avoid the worse but will not create good quality places (Ibidem). Therefore, the reinforcement of state functions with a proactive actor responsible for developing initiatives and actions that promote a placemaking culture is a step forward and a critical contribution for achieving long-term quality places and a more sustainable built environment.

According to the experience of the three case studies, the role played by the State Architects has led to better processes of design governance, namely by improving coordination and interaction between different stakeholders. As was seen, spatial design policy is organized and managed by very different sectors and levels of administration, which makes it extremely difficult to persuade the constellation of public managers and principals to give more priority to design quality. Within this, State Architect teams have been able to work across and cooperate with different state departments with spatial design responsibilities and persuade them to improve their standards, promoting round tables and meetings to debate different design solutions and integrate as many different views as possible. Therefore, the State Architects' initiatives and actions have increased the overall opportunity space for interchange and cooperation, which is fundamental to arrive at better spatial design solutions in public building projects and major developments plans.

Considering the complex system of norms and regulations affecting the built environment, State Architects have also facilitated the conciliation of interests and establishment of compromises between decision-makers and different policy-making actors, namely by increasing participation in the definition of policy goals and legal frameworks. This means that part of the impact of the State Architects is not expressed in visible artefacts but as invisible drivers of design governance processes. Therefore, informal policy tools must be seen as a long-term investment in people, geared to changing the behaviour of development actors, mainly through persuasion and by promoting a change of mind-set, focused on enhancing the skills, competence and knowledge of development actors. In sum, State Architect teams have had a positive impact in design governance processes, mainly by enhancing the role of the state in promoting design quality as a policy ambition, which is something that needs to be managed, cherished and promoted.

8.3 SPATIAL DESIGN LEADERSHIP: PURSUING A DESIGN AGENDA

As already mentioned, this investigation explored the potential contribution that spatial design leadership plays in the wider processes of design governance and whether it can improve the role of the state in promoting better places. The different models of spatial design leadership, found in the five European states, reveal that there is not one single solution and a best model of dealing with the problematic of spatial design quality. As the research has shown, the specific way in which governments exercise good spatial design lead-

ership changes from place to place, according to its specific administrative, political, historical and social context.

Nevertheless, the findings reveal that the same policy goals of better design quality are present in all five case studies. So, the background discussion is still not about whether the state should intervene, but with which means this intervention should occur. In the last ten/twenty years, as this research has shown, different European states have appointed State Architects teams, where governments assume the need to lead by example and improve the quality of public buildings and places. As discussed in Chapter 4, other countries and states as the USA or Australian states have a long tradition of State Architects. Although this international context is not easily comparable with the European model, it shows a continuous commitment of their governments in fostering a placemaking culture and providing design capacity to their organization and beyond.

Looking at the five case studies, a first critical lesson is that spatial design leadership involves a public commitment to promoting design quality. To deliver this policy ambition across public administration, it is possible to observe that all case studies have established institutions to champion good design within government structures, raise awareness and stimulate cultural debate. The size and structure of these institutions varies according to the level of resources and preferences of domestic actors. Therefore, to ensure the effective implementation of spatial design policies, new bodies and organisations were put in place, some to manage and monitor the policies action plan, others to directly implement and execute different policy initiatives and actions.

Another key finding is that, through the appointment of a state design champion – be it by a State Architect or other institutional approach –, governments are providing leadership within the overall system of design governance by pursuing a design policy agenda. Although spatial design policy may be different from place to place, the public sector needs strong design leadership to charter a vision for the future and mobilize resources, namely for the promotion of better public buildings that may inspire and serve as an example for the private sector, as well as for a more efficient use and application of public funds. In this view, state design champions improve the role of the state in promoting better places, as they deliver better governmental spatial design leadership, creating the right conditions under which good places emerge setting the urban agenda and enabling better built outcomes.

Assuming the role of maestros, state design champions steer and motivate the diverse public actors to raise design standards and seek the most innovative and effective ways of creating better built outcomes. As seen in the previous section, state design champions have the potential to improve inter-sectoral coordination and interchange between the different stakeholders promoting a more inclusive policy making process. In this sense, state design champions are having a positive impact in the overall design governance processes providing direction and leading to a more efficient and orchestrated administration.

Considering that public authorities and politicians have an important role in the definition of places, strong and committed design leadership has the potential to improve current practices and enhance place-making. Nevertheless, it is important not to reduce spatial design leadership to a single person or an organization but to recall the importance of collective endeavour in achieving better places. Other non-governmental actors, such as architectural cultural institutions or professional organizations, also play an important role in design governance processes, promoting design quality and awareness among professionals, the building industry and the general public.

Following the lessons learned from the case studies, it is advised that governments appoint a public actor to act as state design champion that may lead a cultural change in relation to the built environment and be in charge for a diversified policy agenda promoting a favourable climate for design quality. Nevertheless, a state design champion will only be able to improve design governance processes if they have strong political support and are provided with the means and resources for implementing a mix of informal policy tools (Bento, 2017).

In sum, governmental spatial design leadership is important in place-making as it drives public action towards a better environment in the future, reducing possible risks and increasing public participation. In addition, successful design leadership is able to coordinate and communicate a vision of a fairer, more efficient and sustainable places by promoting a message of quality and leading collective action (Steve Tiesdell & Adams, 2011). Bearing in mind that built environment is a reflection of a community and that the responsibility for its overall quality rests largely on the hands of the public sector, public authorities must champion the value of spatial design as a public policy to foster spatial quality and a place-making culture.

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11. KOKKUVÓTE JA JÄRELDUSED

Uuring käsitles riigi rolli ruumiloome eestvedamisel riigiarhitektide (või sarnaste) meeskondade ja nende võimaliku panuse kaudu disainijuhtimise protsessides. Esmalt toodi välja disainijuhtimise teoreetiline üldraamistik, teadaolevad arhitektuuripoliitika töövahendid ja nn arhitektuurivedurite edulugude ülevaade. Sellele järgnes riigiarhitektide rolli lühikirjeldus koos mitmete näidetega Euroopast ja kaugemalt. Mainitu seadis üldise maastiku, mille taustal riigiarhitekte uurida. Paljudel riikidel on riigiaparaadis riigiarhitektid ja nende seast valiti analüüsimiseks Iirimaa, Flandria ja Šotimaa haldusüksused. Eesmärk oli määratleda, kas riigiarhitekt parendab kohaloome edendamisel tõhusama liidrirolli kaudu riigi osalust ruumiloome eestvedamisel.

Niisuguse raamistiku taustal otsustati täiendavalt uurida veel kaht näidet: Taanit ja Viini liidumaad Austrias, kus ei ole riigiarhitekti, et mõista ruumiloome riiklikul tasemel eestvedamise muid praktilisi viise: kuidas disainijuhtimise süsteem sel juhul toimib ja milliseid arhitektuuripoliitika töövahendeid kasutati, erinevalt kolmest eelpool toodud riigiarhitekti näitest. Nii näeme ruumiloome eestvedamisel rikkamat panoraami. Tulemusena valmis kolmeosaline analüüs, mis käsitleb kõigi viie näite praegust olukorda, riigiarhitekti meeskondade rolli ja töövahendite analüüsi ning ruumiloome eestvedamise võrdlevat analüüsi kõikide näidete koosvaates.

Järgnevalt toome välja peamised järeldused kolme uurimisküsimuse lõikes:

- Kas riigiarhitekti meeskond võimaldab ruumiloome sektoriülest eestvedamist avaliku halduse erinevatel tasanditel? Kui jah, siis millised on peamised poliitikainstrumendid?

- Mil määral mõjutavad riigiarhitektid disainijuhtimise protsesse?

- Milline on ruumiloome eestvedamise osa riigi disainijuhtimise protsessides?

11.1. RIIGIARHITEKTI MEESKONDADE ROLL JA TÖÖVAHENDID

Uuringust nähtub, et riigiarhitekti meeskonna ametisse määramine on valitsustele praktiline viis arhitektuuri- ja ruumipoliitikat ellu viia. Ruumiloome standardite tõstmine nõuab kõikide osapoolte pidevat pingutust, kes ehitatud keskkonda sekkuvad. Riigi õigusruumi seadja, planeerija ja arendustegevuse kontrollijana on riigil tähtis roll ehitatud keskkonna kujundamisel paljude seadusandluse järgsete ning sellest väljapoole jäävate vahenditega. Kõrgendatud vastutuse vaates peaks valitsus ruumiloome eestvedamisel ja parema kohaloome edendamisel laiemale ühiskonnale eeskujuks olema.

Riigiarhitekti nimetamisega loovad valitsused institutsionaalsed tingimused valdkonna paremaks avalikuks toimimiseks. Ruumiloomega on seotud suur hulk asutusi, riigiarhitekti ülesanne on pakkuda valitsusele strateegilist nõu, kuidas tõsta avalike hoonete ja ruumi kvaliteeti. Avalike objektide ruumilise planeerimise ja kavandamise kõrval küsitakse riigiarhitektidelt tavaliselt nõu ehitusvaldkonna regulatsioonide ja seotud õigusaktide kohta. Seetõttu panustavad nad ruumiloome poliitikakujundamisse ja eestkõnelemisse, täpsemalt arhitektuuri- ja ehitatud keskkonnapoliitika määratlemise ja arendamise kaudu, kaasates disainijuhtimise osalusprotsessi erinevaid huvirühmi.

Riigiarhitektid kasutavad otsustusprotsesside mõjutamiseks ka mitmesuguseid mitteformaalseid disainijuhtimise töövahendeid. Riigiarhitektide pädevus- ja vastutusvaldkonnad on riigiti erinevad. Mõnel juhul hõlmab see vastutust avalike hoonete kavandamise ja ehitamise eest, kui mujal võib see tähendada tihedat koostööd teiste valitsusasutustega, et aidata neid arhitektuuribüroode väljavalimisel ja nendega riigi sõlmitavate lepingute alusel valmiva töö järelevalvel. Näiteks, Flandria avatud voorud on avaliku sektori klientidele tasuta töövahendid, mis juhinduvad põhimõttest, et parima tulemuse toovad hea lähteülesanne, huvitatud tellija ja suurepärane arhitekt. Seda toetab veendumus, et avalike objektide projekteerimisprotsessi parendamine viib üldisemas plaanis kvaliteetsema ehitatud lahenduseni.

Riigiarhitektid võivad ruumiloome edendamiseks ellu viia ja toetada ka muid kultuuritegevusi ja seisukohavõtte, mis puudutavad konkreetsete arenduste kavandamist ruumiloome vaatest, isegi kui seda ei ole neilt palutud. Sellised mitteformaalsed disainijuhtimise võtted keskenduvad avalikkuse arhitektuuri ja kohaloome kvaliteedi alase teadlikkuse tõstmisele, edendades ühiskonna ruumikultuuri, mõjutades tarbija valikuid ja tõstes nende ootusi igapäevasele elukeskkonnale. See omakorda võib mõjutada tootjate valikuid ja lõpuks viia parema kvaliteediga ehitatud keskkonnani. Sellise loogika põhjal on riigiarhitektid oluliseks eeskujuks, kes tegutsevad nn arhitektuuriveduritena ning tugevdavad ja edendavad kultuurimuutust, mis võiks viia parema ruumiloomeni.

11.2. RIIGIARHITEKTI MEESKONNA MÕJU

Selle uuringu autor usub, et poliitikakujundamine on pidev ja järkjärguline protsess, kus ühiskonna põhiväärtused ja ideed mõjutavad ning määravad kõige enam, mis tüüpi poliitikaid kokkuvõttes rakendatakse. Suuremal osal riigiarhitekti töövahenditest on mitteformaalne iseloom (väljaspool seadusandlust) ja nad keskenduvad inimeste mõtteraami, st ruumiloomet puudutavate väärtussüsteemide ümbermõtestamisele. Seega ei ole võimalik niisugust hägusat mõju mõõta kvantitatiivselt, nt riigiarhitekti elluviidavate tegevuste arvuga. Siiski oli kolme riigiarhitekti näite ristanalüüsil võimalik tuvastada riigiarhitekti ning tema poliitikaväljundite peamised tugevused ja nõrkused. Saadud andmete põhjal võib järeldada, et riigiarhitektidel on kolme juhtumiuuringu puhul olnud positiivne mõju laiemale disainijuhtimise süsteemile.

Ruumiloome kui eesmärk võib poliitikutel kergesti märkamata jääda kui usutakse, et institutsionaalne linnaehituse juhtimine (üldplaneeringute olemasolu, detailplaneeringute menetlemine, ehituslubade väljastamine jne) juba pakubki vajalikke töövahendeid, et vormida ja luua head ehitatud keskkonda. Vaatamata sellele ei pruugi planeeringu- või ehitusregulatsioonid kvaliteetset ruumiloomet üksinda tagada – tellija võib nt juhinduda miinimumnõuetest ja vältida halvimat, kuid kõrge kvaliteediga elukeskkond sel viisil ei teki. Seetõttu on riigi funktsioonide tugevdamine probleemide kerkimist ennetava üksusega, kes vastutab ruumiloome edendamise tegevuste algatamise ja arendamise eest, kriitilise tähtsusega samm kvaliteetsema ruumiloome ja kestlikuma ehitatud keskkonna tekkel pikemas vaates.

Kolme juhtumiuuringu kogemus näitab, et riigiarhitektide tegevus on huvigruppide koostöö ja suhtluse tõhustamise teel viinud parema disainijuhtimise protsessini. Ruumipoliitikat kujundavad ja viivad ellu väga

erinevad haldustasandid ja -sektorid, keeruline on veenda sedavõrd paljusid asjaosalisi ruumikvaliteedi prioriteetsuses. Ometi on riigiarhitektid suutnud tegutseda sektoriüleselt ja teha koostööd ruumiloome eest vastutavate riigiasutustega ning veenda neid selles, et standardeid tuleb tõsta, samuti läbi viia ümarlaudu ja kohtumisi, et arutada ruumilahendusi, mis arvestaksid võimalikult paljude eri huvidega. Riigiarhitektide algatused ja tegevused on seega avardanud üldisemaid koostöövõimalusi, mis on paremate ruumiloome lahenduste alustalaks avalike objektide kavandamisel ja arendamisel.

Ehitatud keskkonda mõjutavate normatiivide ja regulatsioonide keeruka süsteemi valguses on riigiarhitektid osutunud ka headeks n-ö lepitajateks ja eri huvisid arvestavate kompromisside väljatöötajateks otsustajate ja huvigruppide vahel, suurendades kaasatust poliitikaeesmärkide ja seadusraamide määramisel. Nii ei väljendu riigiarhitektide töö tihti nähtaval kujul, vaid disainijuhtimise nähtamatu protsessina. Mitteformaalseid poliitikavahendeid tuleb seetõttu näha pikaaegse investeeringuna inimestesse, et muuta arengut mõjutavate tegurite toimimismustreid – seda eeskätt veenmise ja mõtteviiside muutmise kaudu, keskendudes ruumiloome oskuste, pädevuse ja teadlikkuse tõstmisele. Kokkuvõttes on riigiarhitektidel olnud disainijuhtimise protsessidele positiivne mõju, kasvatades riigi rolli ruumikvaliteedi edendamisel poliitikaeesmärgina, mida tuleb hallata, hoida ja väärtustada.

11.3. RUUMILOOME EESTVEDAMINE: EESMÄRKIDE SAAVUTAMINE

Analüüsiti ruumiloome eestvedamise võimalikku panust laiemas disainijuhtimise protsessis ja kas see suurendab riigi rolli ruumiloome edendamisel. Erinevad ruumiloome eestvedamise mudelid, mida nägime viie Euroopa juhtumianalüüsi puhul, näitavad, et ei ole olemas ainsat lahendust või parimat mudelit ruumiloome kvaliteedi probleemi käsitlemiseks. Uuring näitas, et konkreetsed viisid, kuidas ruumiloomet riigiti edendatakse, erinevad haldus-, poliitilise, ajaloolise ja sotsiaalse konteksti tõttu.

Vaatamata sellele ilmnes, et kõigi viie näite puhul kehtivad samad kvaliteetse ruumiloome poliitikaeesmärgid. Nii ei ole küsimus selles, kas riik peaks sekkuma või mitte, vaid kuidas selline sekkumine peaks toimuma. Uuringu põhjal saab ka öelda, et viimase 10–20 aastaga on hakatud Euroopas riigiarhitekte ametisse nimetama sel, kus valitsused peavad riigi juhtivat rolli ruumiloomes ning ehituskultuuri ja kohaloome edendamist vajalikuks. Ka Austraalia ja USA osariikides on pikaaegne riigiarhitektide traditsioon. Kuigi nende rah-

vusvaheline kontekst ei ole võrreldav Euroopa mudeliga, näitab see valitsuste pidevat pühendumist ruumiloome edendamisele ja oma institutsioonide ning laiema üldsuse ruumipädevuse tõstmisele.

Viie juhtumianalüüsi esimene oluline õppetund on see, et ruumiloome eestvedamine sisaldab endas avalikkuse seotust ruumiloome kvaliteedi edendamisega. Niisuguse poliitilise eesmärgipüstituse läbiv omaksvõtt avalikus halduses on nende näidete puhul viinud institutsioonide loomiseni, mis aitavad valitsusstruktuuridel edendada ruumiloomet, tõsta ruumipädevust ja algatada arutelusid. Nende institutsioonide suurus ja struktuur erineb kasutada olevate ressursside ja riigisiseste eelistuste tõttu. Ruumipoliitika tõhusa rakendamise tagamiseks on loodud uusi üksusi ja organisatsioone, kellest mõned haldavad ja seiravad poliitika tegevuskava elluviimist, teised viivad otsesemalt ellu mitmesuguseid poliitikaalgatusi ja tegevusi.

Teiseks, ruumiloome eestvedaja ametisse määramisega (riigiarhitekti nimetamise või muu institutsionaalse lähenemisega) võtavad valitsused riigi disainijuhi rolli ruumipoliitika eesmärkide elluviimisel. Kuigi ruumipoliitika on riigiti erinev, vajab avalik sektor ruumiloome juhtimist, et tekiks tulevikuvisioon ja oleks võimalik mobiliseerida ressursse nt paremate avalike hoonete ehitamiseks, mis oleks erasektorile eeskujuks, ning kasutada avalikke vahendeid tõhusalt. Riigi ruumiloome juhid suurendavad riigi rolli parema ehituskultuuri ja kohaloome edendamisel, pakkudes disainijuhtimise tuge, mis loob hea ehitatud keskkonna tekkeks vajalikud tingimused.

Ruumiloome eestvedajad juhivad ja motiveerivad paljusid avalikkuse osapooli ehituskultuuri standardite tõstmisel ja kõige uuenduslikumate ning tõhusamate planeerimis-, projekteerimis- ja ehitusviiside rakendamisel. Riigi ruumiloome juhid võivad kaasavama poliitikakujundamise kaudu parendada sektoritevahelist koostööd ja huvigruppide suhtlust. Ruumiloome juhtidel on seega positiivne mõju laiemas disainijuhtimise protsessis, viies tõhusama ja kooskõlalisema halduseni.

Avalikul võimul ja poliitikutel on ruumiloomes oluline roll, mistõttu on ruumiloome tugeva ja pühendunud juhtimise kaudu võimalik praegust praktikat parendada ning ehituskultuuri ja kohaloomet edendada. Oluline on siiski mitte piiritleda ruumiloome juhtimist ühe inimese või organisatsiooniga, vaid pidada meeles kollektiivse tegutsemise olulisust ruumiloome edendamisel. Muud valitsusvälised organisatsioonid nagu arhitektuuri valdkonna asutused või erialaühendused mängivad disainijuhtimise protsessis samuti olulist rolli, sest edendavad ehitatud keskkonna kvaliteeti ja erialast kompetentsi,

ehitussektori ja laiema üldsuse ruumipädevust.

Juhtumiuuringutest õpitu põhjal tuleb valitsustele soovitada ruumiloome juhi määramist, kelle abiga jõuaks ühiskond ehitatud keskkonna arendamisel kultuurilise muutuseni ja kes oleks mitmesuguste poliitikate kujundamise eestvedaja, mis looksid ruumiloome kvaliteedi tõstmiseks soodsaid tingimusi. Riigi ruumiloome juhil on võimalik disainijuhtimise protsesse parendada siis, kui tal on tugev poliitiline toetus ning vajalikud töövahendid mitteformaalsete poliitikavõtete elluviimiseks.

Kokkuvõttes on valitsustasandi ruumiloome juhtroll oluline, sest juhib avaliku sektori tegevusi parema ehitatud keskkonna suunas, vähendades võimalikke riske ja tõstes avalikkuse kaasatust. Ruumiloome edukas juhtimine annab võimaluse koordineerida ja kommunikeerida visiooni õiglasemast, tõhusamast ja kestlikumast ruumiloomest, kvaliteedi tõstmise ja ühistegutsemise sõnumitoojana. Ehitatud keskkond peegeldab ühiskonda ja vastutus selle üldise kvaliteedi eest on suures osas avaliku sektori õlul, avalik võim peab ruumipoliitikaga hoidma ruumiloome väärtusi kõrgel, et edendada ehituskultuuri ja kohaloomet.