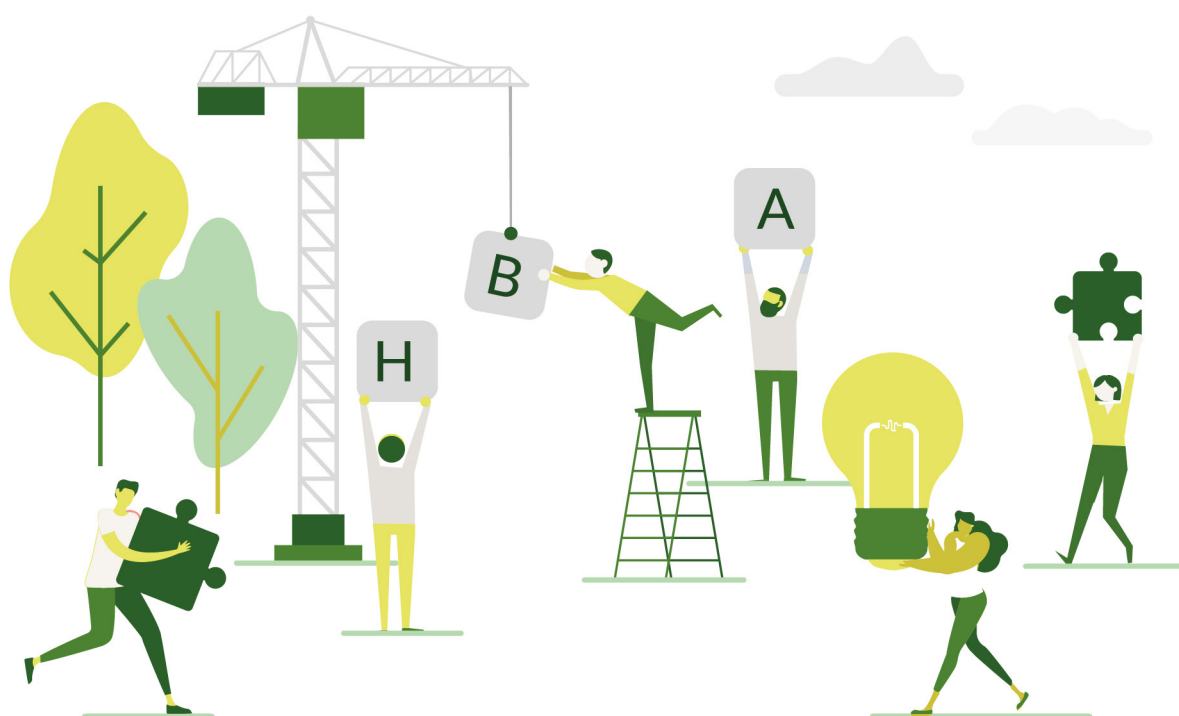# SHARED **STRATEGY** FOR AN **INTEGRATED GOVERNANCE SYSTEM OF HISTORICAL BUILT AREAS** WITHIN THE CENTRAL EUROPE REGION

INDEX

PART3 - THE HBAs' GOVERNANCE SYSTEM
STRATEGY IMPLEMENTATION:
TIPS AND RECOMMENDATION

FOREWORD

This deliverable presents a shared framework strategy for a sustainable enhancement of Historical Built Areas - hereinafter HBAs - that Central Europe - hereinafter CE - has brought together over the course of the BhENEFIT project. The HBA represents a complex urban socio-ecosystems framing the society's life. It needs to be protected and enhanced with a common strategy, a sustainable management and with site-specific guidelines.

GENERAL FRAMEWORK

This document is divided into three parts. The first one sets the scene by providing a methodological foreword to better understand the terminology, context and general objectives relevant to Central Europe in accordance with BhENEFIT projects goals. In detail, the first chapter represents a common vocabulary by providing a general overview of the meaning of strategy, management, sustainable management, and decision making. The second chapter analyzes the governance and management processes of cultural Heritage including spatial planning to then the conclusions on the possible prescriptions for Historical Built Areas are drown; while the third chapter focuses more deeply on the management of HBAs.

MAIN OBJECTIVES

To achieve a shared framework strategy for the sustainable governance and management of CE Historical Built Areas a path has been developed including the analyses, meetings, visits, and targeted workshop. The second part of this deliverable investigates the importance of three main objectives emerged during the Modena's workshop that can be synthetized in: partnership principle, optimization, and pooling of the resources and adoption of a trade-off mechanism.

CHALLANGES AND STRATEGY

At last, the third part of this document starts from the conceptual framing highlighted in the previous chapters and moves on to challenges and strategies to manage HBAs. This part intends to simply provide a guidance on the challenges of managing a HBA and on the possible objective and actions to solve the common problems. The variety of approaches and guidelines that can be applied across Central Europe can be broad, but they have to start from a common ground calling for a sustainable HBAs development.

THE HBAs' GOVERNANCE SYSTEM STRATEGY: METHODOLOGICAL FOREWORD
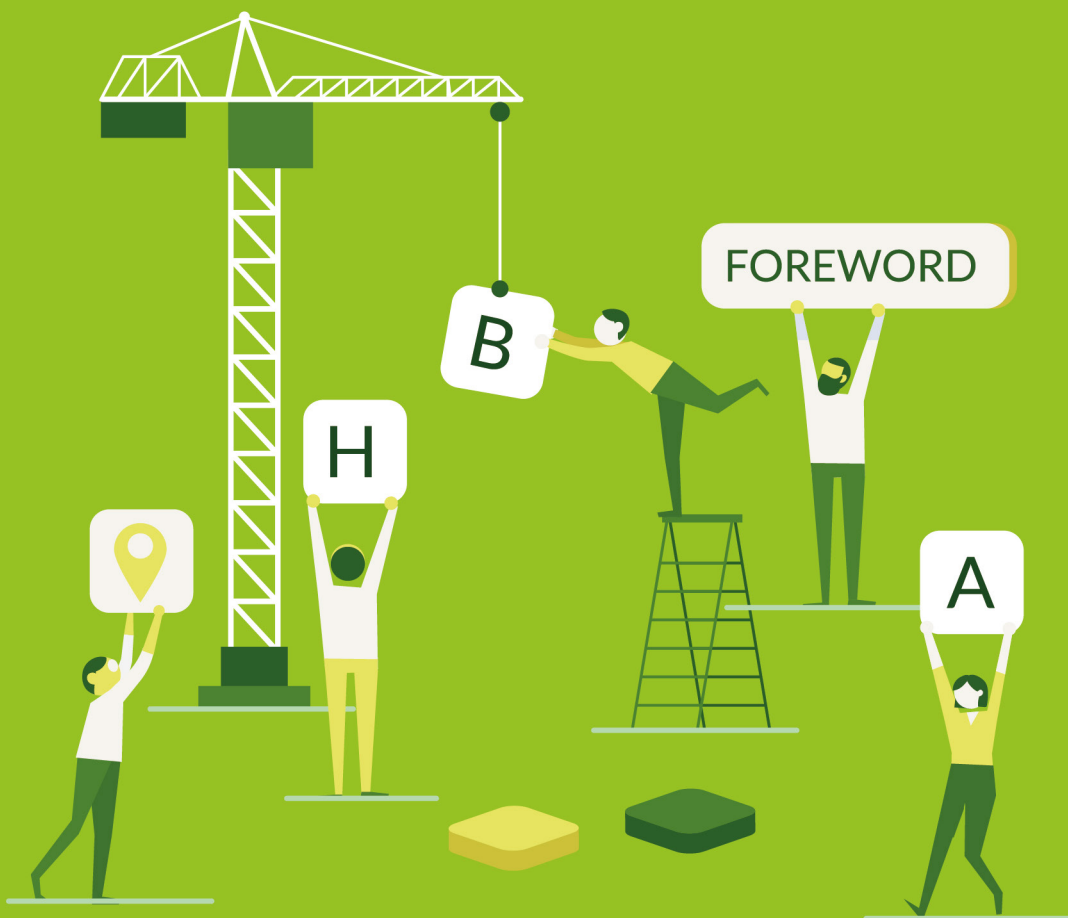
PART 1

A COMMON VOCABULARY FOR CENTRAL EUROPE
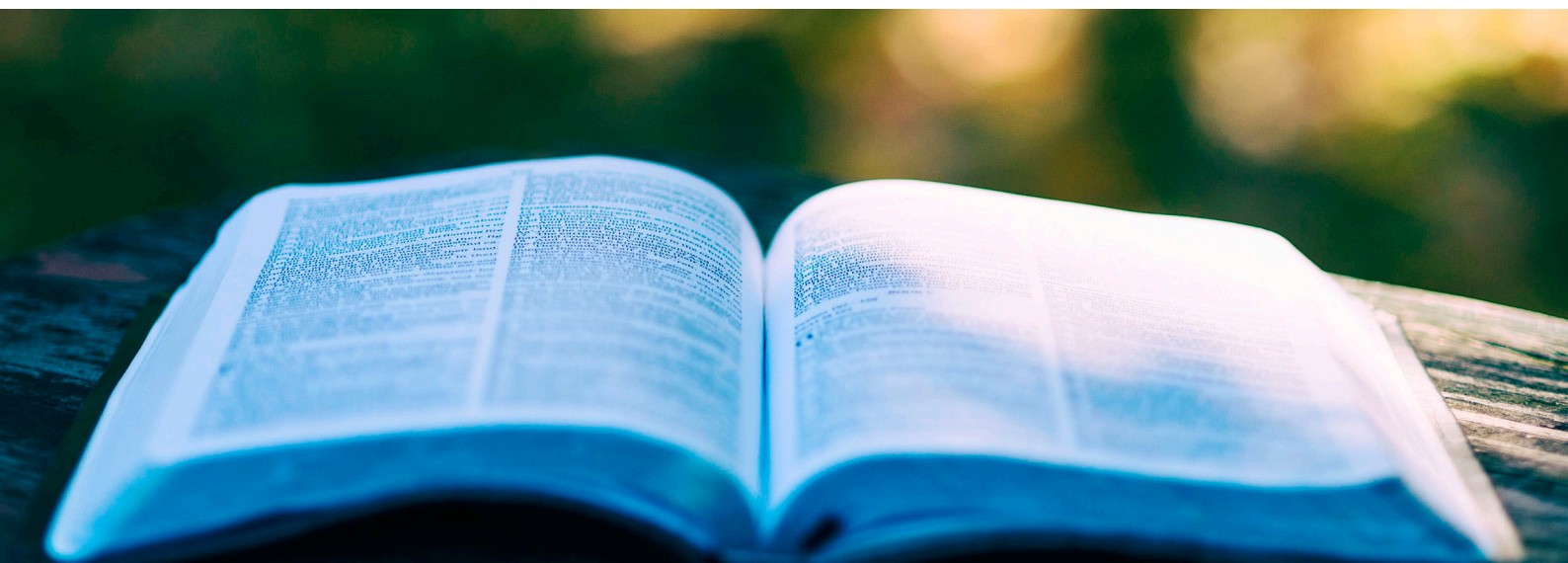
This chapter represents a shared lexical foreword for a better understanding of the principles, actions and key words related to the protection and valorization of HBA with the main objective to implement strategies for a more sustainable governance and to develop a shared strategy for an integrated HBA management.

The ambition of this chapter is to highlight and clarify five main framing terms: strategy, governance, management, sustainable management and decision making.

1.1. HBA

The modern understanding of cultural heritage is fluid and dynamic. At core, it represents a **holistic understanding** that perceives cultural Heritage as "a social and political construct encompassing all those places, artefacts and cultural expressions inherited from the past which, because they are seen to reflect and validate our identity as nations, communities, families and even individuals, are worthy of some form of respect and protection".[1] From an object-based approach, Heritage is understood as a system of diverse entities with an increasingly strong emphasis on communities and the varied use of Heritage by them over time. This shift has important implications for the management as well as the development of Cultural Heritage.

The Historical Built Areas represent an important part of Cultural Heritage. They are the result of a centuries-long process of evolution, a process dictated in part by changes in natural conditions but much more immediately and obviously by human effort, adding, adapting and replacing. They are a powerful expression of culture and history, that show how society has evolved, and their present form provides a focus around which communities define their identity. The HBAs represent our history and our identity; our bond to the past, present and future. Their sustainable governance and management is a fundamental item to be analyzed.

1.2 STRATEGY

With a generic definition, strategy can be considered as a **plan of actions designed to achieve a long-term or overall aim.** HBA administrations and stakeholders need to improve continually and build knowledge and skills to enable them to develop and implement sustainable HBA integrated strategies to respond to the manifold challenges they are facing.[2] BhENEFIT aims to strengthen the capacity to deliver integrated urban strategy and actions on the thematic objectives corresponding to the HBA challenges.

Diagram 1 – From Analysis to Action Plan

For the BhENEFIT project, the term strategy has a double meaning. First of all, it represents one of the main outputs of the project (**O.T1.2**): to produce a shared Strategy for the sustainable management of the HBA, focused on governance issues and undersigned by the involved Public Administrations. It is a common background and a first step towards the development of specific guidelines and subsequent action plans suits for the various local contexts.

Secondly, the development of a shared management strategy of the HBA in CE Region and implementation is an Activity (**A.T1.3**) that aims to create a sustainable valorization and management of the HBA overcoming current situation, made by multiple independent interventions, often specialized, tardive and disconnected, as well as aiming to mitigate damages, risks or problematic situations. This holistic approach allows also to avoid negative interactions or side-effects and to optimize costs and timing.

This document: *Shared Strategy for an integrated governance system of the HBA within the CE region* (**D.T1.3.1**) is a project deliverable that collects suggestions and advices developed by the partners **in order to**

improve and to achieve more efficient and sustainable governance of the HBAs, capitalising also a transnational common approach along CE Region. It is a **unique document**, that starts from a shared analysis of the various local governance systems and is based on a **common governance approach of the HBA.**

Connected to this document there is another deliverable oriented to the most effective dimension: the *Guidelines for the implementation of the Strategy at local level* (**D.T1.3.2**). It is a report on guidelines to implement, inside every local context of the involved partners, the governance approach developed for the transnational Strategy. The guidelines are based on the real local situation assessed within previous shared analysis (**A.T1.1.**)

1.3. GOVERNANCE vs. MANAGEMENT

GENERAL
OVERVIEW

The boundary between governance and management of HBA is subtle but clear.
In our understanding for this project, **the governance concerned the decisional process, management the executive one.** Governance sets general objectives; management specific goals and feasibility. Governance is a more general reflection that includes several aspects concerning the complexity of an integrated approach; management concerns guidelines and how we can do something. The very etymology of the word "managment" also suggests a more concrete approach. In fact, the verb manage is thought to come from the Italian *maneggiare* – to handle, manage, touch, treat – which in turn derives from the Latin *manus* (hand). Management is a step after Governance and it concerns the day-to-day operation of the program within the context of the strategies, policies, processes, and procedures that have been established by the governing body. Whereas governance is concerned with "doing the right thing," management is concerned with "doing things right."[3]
The following lines try to deepen the concept of Governance and Management in HBA with reference to international and European legislation. The legal framework taken into consideration principally refers to Cultural Heritage. In fact, there is no any univocal regulation about the

HBA, a very complex organisms based on structuring relationships between their own individual parts and vital interactions between the tangible and intangible components.

We can find the concept of Governance - referred to cultural Heritage - both in the international (UNESCO) and European framework.
The Governance process establishes a vision, a mission, a strategic view, the general terms and policies also for the inclusion of stakeholders in programmatic activities, ensuring adequate consultation, communication and transparency.

GOVERNANCE

From an **international point of view**, the focus is on a **new participatory model**, with a shift from government to governance, then from a governing run by central government to a **governance run by partners that involves an array of stakeholders.**[4] This shift is the main precondition not only of efficient evidence based decision making but of active participation of the stakeholders on the implementation of the development strategies. Governance must accommodate the shift - which has only emerged very recently in many parts of the world- to a wider, more inclusive approach to a greater emphasis on community engagement.

In the publication *Managing Cultural World Heritage* **of the UNESCO, a good governance refers to the relationship between governing bodies, citizens and democratic processes, and the ability to deliver effective, functioning forms of government**. Tring to draw a definition for governance in the cultural Heritage sector, UNESCO proposes the following: "In its broadest sense, governance is concerned with holding the balance between economic and social goals and between individual and communal goals. The governance framework is there to encourage the efficient use of resources and equally to require accountability for the stewardship of those resources. The aim is to align as nearly as possible the interests of individuals, of cultural Heritage, and of society."

At the **European level**, the *Policy Brief* [5] of **Interreg Europe** also stresses the importance of new participatory governance schemes; a fragmented governance without proper cooperation structures is considered the key barrier for a sustainable Heritage management. This barrier is addressed by providing tools to policy actors to improve the policies at local level, exchange of experience, and promotion of public-private cooperation

models for sustainable Heritage governance.

Also, in *The European Parliament resolution of 8 September 2015 towards an integrated approach to cultural Heritage for Europe*[6] is described a new participatory governance model for the field of cultural Heritage, by promoting the 'shared resource' aspect and strengthening links between local, regional, national and European plans. The EP asks to the Member States to ensure the development of legal tools that allow alternative funding and administration models, such as community involvement, the participation of civil society and public-private partnerships, with a view to implementing actions related to cultural heritage (conservation, restoration, preservation, development and promotion). The **principle of subsidiarity** and a **multi-level governance** is hoped for a Europe-wide dialogue between policymakers across all levels of governance, together with cultural and creative industries, networks of tourism operators, partnerships between private and public actors, and NGOs.

MANAGEMENT

In addition to the governance approach, there are the management techniques to intervene towards sustainability of Cultural Heritage. The holistic and integrated approach leading the governance system has its repercussions on management too.

In the past, Cultural Heritage and HBA were mainly managed reactively within a short timescale and in a technocratic way; now they are **managed adaptively in a long-term perspective and with political considerations,** taking into consideration a wider and integrated approach.

The international document *Managing Cultural World Heritage* of UNESCO clarifies the term *management system* that can be explained as a **series of processes which together deliver a set of results**, some of which feed back into the system to create an upward spiral of continuous improvement of the system, its actions and its achievements. A *management system for cultural Heritage* helps to conserve and manage a given property or group of properties in a way that protects heritage values and, where possible, enhances wider social, economic and environmental benefits beyond the confines of each property.

The Management of HBAs is based on a deep knowledge of a specific context via the definition of a framework strategy. Management is a subsequent phase and it implies the definition of operative goals, actions

and activities for the conservation, valorisation and improvement of the built areas; the management of financial and human resources and the allocation of financial resources among activities; the compliance with all applicable laws and regulations at the international, national, and institutional levels; the implementation of policies for stakeholder inclusion in programmatic activities; the increasing of the effectiveness of stakeholder participation; the reports about the progresses obtained.

1.4. SUSTAINABLE MANAGEMENT OF HBAs

«*Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs*».

World Commission on Environment and Development
(the "Brundtland Commission"), 1987

Sustainable management represents specific quality of the management, one of leading functions of which is the safeguarding the sustainability of the managed objects (processes, physical objects, communities etc). This function is an integrating function across other management functions, e.g. coordination, optimisation of the processes, minimisation of the resource consumption, maximising the benefit, or others.

Sustainable development and, consequently, sustainable management is a **global objective**, the fulfilment of which requires a **long-term strategy dovetailing policies for economically, socially and ecologically sustainable development of HBAs.**
The Central Europe Countries are confronted with numerous challenges in ensuring sustainable management of HBAs, including **the need of safeguard adequate sources for conservation and protection of these assets and the necessity to improve the buildings' sustainability of HBAs**. The search for a financial support has become particularly important in the aftermath of the global financial crisis, which led to the budget reduction of many public authorities. Reductions in available funding may also increase the need for heritage assets to be used for income generation, even though this creates a further challenge of balancing between

preservation and exploitation. The necessity to improve and manage the buildings' sustainability of HBAs is a challenge for central Europe. How can HBAs be used and managed efficiently? How can the management of HBAs be able to tap the ecological and social innovation potential to ensure conservation and valorization? **The hope is to ensure that the HBAs will be protected, in a dynamic fashion, through an efficient, comprehensive and sustainable management system, strengthened by effective coordination amongst the different stakeholders involved.**

The relationship between the HBA conservation and a sustainable management can be understood in two ways:
1. as a concern for sustaining the HBA itself on one hand, and as a part of the environmental/cultural resources that should be protected and transmitted to future generations to guarantee their development (intrinsic) on the other hand;
2. as the possible contribution that HBA and HBA conservation can make to the environmental, social and economic dimensions of sustainable development (instrumental).[7]

What is probably required is a combination of the two approaches, which are not mutually exclusive. On one hand, **reaffirming the cultural value of HBAs by rendering more explicit their contribution to society** in terms of well-being and happiness; and on the other hand, **exploring the conditions that would make HBAs powerful contributors to environmental, social and economic sustainability**, with their rightful place as a priority in global and national development agendas.

1.5. DECISION MAKING

A decision is a choice between alternatives and **decision making is the process of choosing one alternative over the others mainly in a dynamic consultative process of a community.** Making good decisions is a structured process. It is a process of identifying problems and resolving them, or of identifying opportunities and taking advantage of them. It is made up of two components: judgment – a process of evaluating alternatives – and choice – a process of selecting a specific alternative

to implement. Decision making process is continuous and **indispensable component of managing** any organization or business activities as well **activities for protection and valorization of HBA.**

The management, conservation and reuse of the HBA can be seen as a **complex decision problem** because of the presence of **different objectives to be pursued,** the public/private **nature of the goods** under investigation, the **existence of several values** (historical, artistic, cultural, economic, etc.), the presence of **different actors** (public government representatives, architects, architectural historians, developers and owners). In decision problems related to the reuse of historical assets conflicts can arise and the availability of analytical frameworks able to support the process is getting more and more important.

Documentation on the HBA assets is an indispensable part of the creation of any strategy for HBA safeguarding their own protection and valorization. Sustainable conservation, reuse, and management are not feasible without **systematic data collection and registration** that identifies historical and architectural attributes, preservation state and possible alterations during the entire lifetime. It constitutes a solid basis for every **knowledge-based decision-making process establishing priorities of the HBA protection**, through the use of specific necessity indices that utilize the information collected and stored.
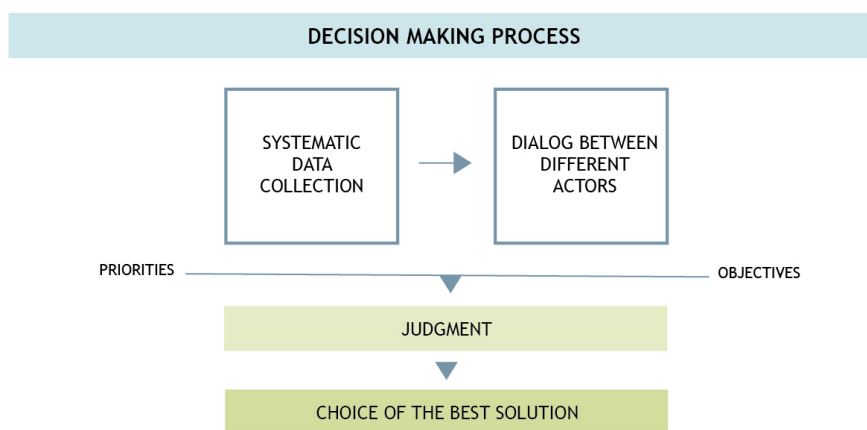
DECISION MAKING PROCESS

SYSTEMATIC DATA COLLECTION → DIALOG BETWEEN DIFFERENT ACTORS

PRIORITIES ——————— OBJECTIVES

JUDGMENT

▼

CHOICE OF THE BEST SOLUTION

Diagram 2 – The decision making process

CHAPTER 1
REFERENCES and SOURCES

[1] *S. Labadi, W. Logan, Urban Heritage, Development and Sustainability, Routledge, 2015*

[2] *http://urbact.eu/sites/default/files/u_iii_op_adopted_12_december_2014.pdf*

[3] *This distinction is attributed to Robert Tricker: "The role of management is to run the enterprise and that of the board is to see that it is being run well and in the right direction." Robert I. Tricker, 1998, Pocket Director, p. 8.*

[4] *Phillips, A. 2003. 'Turning ideas on their head: the new paradigm for protected areas', in: The George Wright Forum 20, No. 2. 2003, pp.8-32. http://www.uvm.edu/conservationlectures/vermont.pdf*

[5] *http://www.interregeurope.eu/fileadmin/user_upload/plp_uploads/2017-03-02_TO6_Cult_heritage_in_urban_areas.pdf*

[6] *http://resources.riches-project.eu/wp-content/uploads/2015/10/EP-Resolution-08-09-2015.pdf*

[7] *Managing Cultural World Heritage of UNESCO. In this publication the focus is on Heritage in general, but it can be adapted also to Historic Built Areas*

All images are taken from: unsplash.com

THE GOVERNANCE OF THE HBAs: HOLDING THE BALANCE

There is no unique and unitary governance and management model for HBAs, for this reason, the following Chapter analyses the governance and management processes for Cultural Heritage and spatial planning to then draw conclusions on HBAs. When we talk about HBA, the key word is "balance". A "balance" between different fields, with particular attention to those factors that could be playing a crucial role in determining activities among different stakeholders, is critical.

2.1. GOVERNANCE AND MANAGEMENT IN THE CULTURAL HERITAGE SECTOR

The framework of cultural Heritage today is perceived far more broadly, than by previous generations as is its protection and safeguarding for future generations.

In the past, the governance and management of cultural Heritage were rooted in the physical appearance of monuments, material conditions, and a traditional understanding of heritage preservation as a mainly material science. The concept of cultural Heritage has evolved and enriched over time, adopting a general policy which aims **to give the cultural and natural Heritage multiple functions in the life of the community and to integrate the protection of that Heritage into comprehensive planning programmes.**

INTEGRATED AND INTEGRATIVE APPROACH

Nowadays we have to talk about **integrated approach**[1] in the governance and management of cultural Heritage. The governance and management processes are multidisciplinary based and dynamic processes that combine the promotion, protection, further development and capitalization of cultural diversity, using democratic governance, economic assets, and innovation. The holistic approach is dominating.

In its contemporary meaning, Central Europe Heritage preservation and valorization also include **improvement of the quality of life of the citizens, economic development including tourism, education and engagement, accessibility, urban planning.**

More frequently, local policies, strategies and urban and management plans documents recognize Heritage as a principal asset and try to connect

Heritage preservation to **cultural, social and economic development.** Culture became to be the key asset for the creation of wealth, whose macroeconomic weight grows in tandem with the principal indicators of quality of life and well-being. Cultural Heritage is considered a key resource in sustainable development, especially with regard to efficient capitalization of local resources. It can yield considerable benefits in three main sectors: **economy, environment and society.**[2]

Actually, one of the main trends is to encourage more people to discover and engage with cultural Heritage, and to reinforce a sense of belonging to a common space. [3]

The idea that cultural Heritage and its value for the society is essential for human rights and democracy and ensuring positive social, political, cultural and economic development. [4] The Council of Europe, with an integrated and cross-disciplinary approach to cultural Heritage and diversity, encourages societies to assert the principle of every person's right of access to the cultural Heritage of his or her choice, while respecting the rights and freedoms of others.

The **involvement of the whole scale of stakeholders** starting with citizens, via entrepreneurs and ending with public and private institutions, scientific and professional organisation creates the basis for integrative approach. Important is the motivation for their involvement first of all by shared vision, shared strategies and actions and fair distribution of their benefits, as well as fair access. Another dimension of integrative approach is represented by the **integration across different hierarchical levels** – national, regional, supra-local (e.g. functional urban areas) up to local (municipal) and sub-local (neighbourhoods). The **principle of subsidiarity** is the leading principle and precondition for **efficient cross-level integration.**

Acknowledging that Heritage is now better understood as being both determined by and the responsibility of **local communities**, their participation from the outset is clearly essential to reach a common understanding of the objectives connected to it. To shape this action space for the best possible benefit, the identification and integration of all stakeholders are essential.

This is why, today, we can speak about **participatory governance and management of HBAs**. Participatory governance and management

PARTICIPATORY
GOVERNANCE AND
MANAGEMENT
OF HBAs

are about strengthening the relationship between cultural Heritage institutions and professionals, and everyone interested or engaged in HBAs – civil society, the public, owners, caretakers, businesses, etc. Participatory governance affects the professional role because it demands both knowledge on HBAs, and knowledge on the relevance of HBAs in society and on the relations between people and HBAs as a part of cultural heritage. Governance is a word used to express the movement from governing towards involving stakeholders in processes commonly reserved for and run by experts, officials and politicians. Its key aspects of participation and access have been popular in cultural policies for a long time. Participatory management of HBAs expresses the will to move towards **more participation in everyday, common practice**. It is an innovative approach, introducing a real change in how cultural Heritage is managed and valued. It is also **more sustainable in the long term** than the approach used to date.

2.2. GOVERNANCE OF CITIES

SPATIAL AND URBAN PLANNING

More than half of the world's population now live in urban areas and cities provide the setting for contemporary challenges such as population growth, mass tourism and unequal access to socio-economic opportunities. The governance process is moving towards an **inclusive and holistic approach to urban planning and Heritage conservation with the aim to create a stronger basis for the sustainable growth of cities in the future and to ensure the best possible use of the human habitat and environment.**
Urban planning is an important, and in some countries even dominant, part of spatial planning. Spatial planning in Central Europe, is represented by at least two different planning cultures and is presented by different institutionalized and not institutionalized planning systems containing different strategies and tools. However, thanks to the processes of approximation, there are several similar recurring features. They take into account **social, economic and environmental considerations for spatial development** creating the background for an integrated approach to it. The key is a balance of these three sustainable development pillars and the enforcement of the **principle of subsidiarity** towards implementation of a broader partnership. To ensure a sustainable urban development, a

comprehensive planning approach is required. The key issue for successful urban development is the involvement of different stakeholders into the planning and implementation processes.

Spatial planning should be a **permanent process** which includes **identifying, learning, verifying, and assessing the possibilities for the use, the protection and development of space, the development and adoption of spatial plans and their monitoring and implementation.** According to this, the city's vision develops thematic and concrete goals to be achieved in the medium a long term. Current stage in the progression of spatial planning with stress on its strategic dimension is characterized by searching for optimal tools, methods and system relations, either vertical/ hierarchic or horizontal, with other planning activities. Each Country has different spatial planning tools, but the basic documents are more or less of a **cross-sectoral strategic development planning character.**[5]

A holistic approach to sustainable management HBAs must face an essential challenge: the integration of conservation and development.
In the cities or neighbourhoods with more recent building stock, conservation and preservation are not dominant aspects to be taken into consideration and urban planning is facing different challenges such as the absence of local identity, effects of quantitative growth and others. **In HBAs, the spatial planning matter is more articulated and structured because of the necessity to protect history, identity and values through the right planning tools.** The historical building stock in the HBAs is a record that contributes to our understanding of both the past and the present. Its presence enhances local scene and sustains a sense of local distinctiveness. In the HBAs, there are several old and important buildings and structures whose presence, character and setting are essential parts of our Heritage. Urban preservation and conservation of these areas play an important role in the overall quality of the built and natural environment. The preservation and enhancement of the HBAs are particularly important within the context of sustainable development, allowing future generations to experience and enjoy the richness and variety of their build environment.

PROTECTION OF VALUES AS A TASK FOR URBAN PLANNING

Environmental aspects and urban landscape are important objects for urban planning targeting the quality of life in urban areas. Natural elements are of special importance not only in the countryside, in

ENVIRONMENTAL AND LANDSCAPE PLANNING

degraded areas but as well as in the areas of high cultural value, in built-up areas recognized as being of outstanding beauty. There exist a great variety of landscapes that are representative for respective region. HBAs, as the result of the interaction of the nature and humans, express a long and intimate relationship between peoples and their natural environment; for these reasons they need to be **protected, enhanced and their development carefully planned.** Unregulated growth of the settlements represents serious danger for the landscape preservation and valorisation. Urban planning has to integrate landscape as important phenomenon and in this context to collaborate closely with landscape planning moving towards **comprehensive territorial governance.** Landscape planning build on knowledge and principles of urban ecology is generally orientated towards conservation and ecological optimization of landscape based on co-ordination of present and proposed activities with landscape following the goals of sustainable development and safeguarding the landscape ecological stability, efficient use of natural resources, preservation of cultural and natural Heritage including the landscape character.

2.3. GOVERNANCE AND MANAGEMENT OF THE HBAs

DEFINITION

To understand the complexity of the governance and management suppose to understand the socio-ecosystem of the city and HBA in its complexity of physical and functional structures as well as its existential function.

*«An **HBA** is an not just a complex of historical buildings, it is a **socio-ecosystem framed by historic built environment, both limited to a part of an urban build area or extended to the designed landscape** (shaped by complex human forces acting on the natural environment), which is made up of innumerable unique and interlinked human-built elements (buildings, infrastructures, streets, canals, factories etc.), natural elements and communities which tell and create the particular story and identity of the place.*

The HBA is a result of a long-term process of evolution and a process of permanent multiple interactions (between peoples mutually, between peoples and nature people and build environment) a processes dictated to the long term and everyday changes in natural conditions but much

*more immediately and obviously by human effort, adding, adapting and replacing and it is, therefore, a **powerful expression of culture and history as well as unique current everyday life showing how society has evolved and a focus around which communities define their identity.***
*In an HBA the morphology the designed structure of the place, the **relationships** between the different components **are more important and significant than the individual monuments** because they are often visually more appealing and intellectually more satisfying because they allow us to realize the relationships between past activities or the structures of past societies».*

This is the BhENEFIT common definition that highlights the complexity of this urban organism. Although every Country involved in BhENEFIT shares the definition of HBA, **not one national normative reports this peculiar matter** that can be considered an **intersection between urban planning and the protection of cultural Heritage.** The various national laws are about similar concepts, however. The key word is: **balance;** balance between different fields and various actions that need to be defined and prioritized.
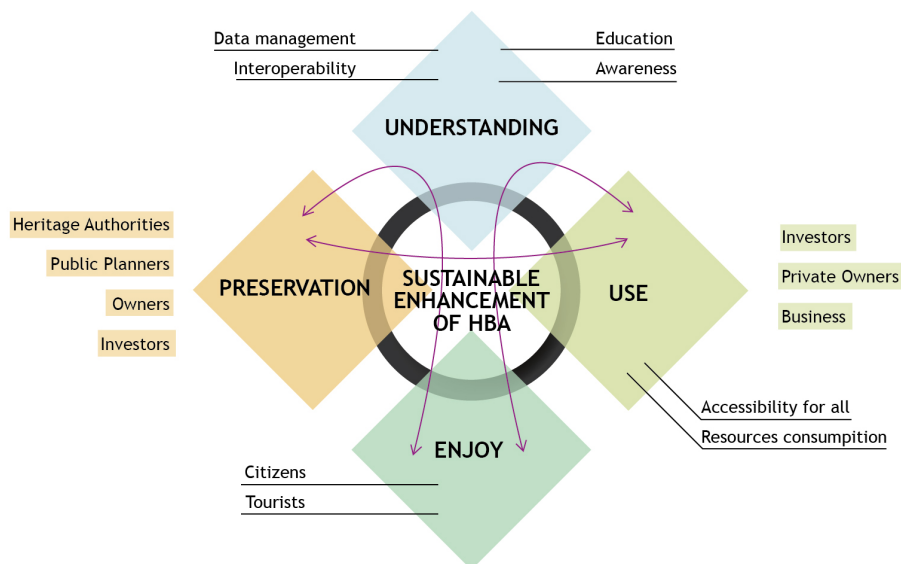

Diagram 3 - The HBAs' governance and management complexity

SUSTAINABLE
ENHANCEMENT
OF HBAs

An HBA is an integral part of the society's life and its values need to be **protected and sustainably enhanced.** That because the first step to guarantee the HBA valorization is the identification and assessment of its intrinsic value accumulated in its historical development. An HBA represents the materialisation of identity and spatial and temporal belonging of its community, reflection of shared values and culture.

When we realize that the HBAs influence different aspects of society and life, it should be obvious that spending the time to build an effective **knowledge** is the right direction. A strategy for the enhancement of the HBAs must start from **education and awareness**, from **information** (i.e. tourism), **data management and inter-operability.** Decisions regarding the governance and management of HBA, programming and resource allocation are all based on an effective territorial understanding that helps to describe the overall context of the HBA.

ABANDONMENT
vs. USE

Once knowledge is consolidated, the enhancement of the HBAs can focus on **preservation, sustainable use, and development** – aspects, that are equally fundamental but often in the conflict with each other. Continual efficient **use of buildings harmonized with the sustainability of their cultural values is the most effective strategy to prevent their deterioration.** While respecting their identity, but maximizing the economic potential of historical buildings and of their adaptive reuse, with the other words **"keeping alive" historical buildings is crucial, but needs to be combined with safeguarding and providing proper framework condition for capitalizing this potential.** Avoiding obsolescence or fair distribution system of the loads/expenditures and material, financial and non-material benefits between owners, private and public sector and other contributors (e.g. investors) and beneficiaries has to be accomplished through actions in strategic as well as implementation level focusing not only on physical substance of the HBA (planning and programming, designing, construction, operations, maintenance, and renewal, retrofitting, reuse of a facility) but as well on processes of community life there (e.g. economic activities, communication, demographic development). It is impossible to foresee accurately all changes that will occur over the decades-long service life of a building. Nevertheless, **thoughtful planning and programming of a facility can do much to avoid early obsolescence of historical buildings.**

Finding the right balance between preservation and satisfaction of the daily needs and to assure a vital life in the HBA is one of the strongest challenges that involve different stakeholders that need to establish an inclusive dialogue.

Although cultural values represent an important asset for majority of local stakeholders, the fulfilment of their needs and interests sometimes motivated by environmental requirements (e.g. building energy efficiency improvement) can be limited by protective measures safeguarding the sustainability of the HBA history and values.

Alongside that, HBAs across the countries invariably benefit when their buildings are creatively designed, and energetically functional and city centres are lived and used. Approaches framing implemented activities in the HBAs must aim to protect and manage the property (or properties) in a way that reflects outside pressures but also seizes opportunities **to ensure that the sustainability of their value is safeguarded, and society enjoys multiple benefits of these areas.** Local administrations have to find a balance between maintaining the HBA in good condition as well as giving its users a satisfying and enjoyable experience which also supports tourism and the local economy.

PRESERVATION vs. SATISFACTION OF THE DAILY NEEDS

ADAPTATION AND SUSTAINABLE DEVELOPMENT

Our society is very dynamic and goes through a lot of changes to meet **changing requirements on built environment.** This results in a high amount of existing abandoned buildings and building complexes which, potentially, represent substantial resource in HBAs. **Adaptive approach supposes a variety of different methods and tools for re-activating this potential** starting from adaptation, reuse, via modernisation, up to completing and repairing of existing building stock allowing it to **cover contemporary requirements while preserving historical values.**

Environmental benefits, represented by material, space and energy savings and the social advantages of circular re-use of historical buildings, make adaptive reuse of historic buildings an essential component of sustainable development.

Adaptive approach to the HBA development plays dominant role in the strategies for sustainable urban development in Central Europe. One of the main environmental benefits of the adaptation, allowing reuse of buildings, is the re-use **"embodied energy"** of the original building's. The embodied energy can be defined as the energy consumed by all processes associated with the production of a building, from the acquisition of natural resources up to the product delivery, including mining, manufacturing of materials and equipment, transport and administrative functions. By reusing buildings, their embodied energy is retained, making the project much more environmentally sustainable than entirely new construction. Replacement of the buildings by new buildings required much higher embodied energy costs than the adaptation of historical buildings.

ADAPTATION AND COMMUNITY'S BENEFITS

Keeping and reusing historic buildings has **long-term benefits for the communities** that value them. When done well, an adaptive approach can restore and maintain the Heritage significance of a building and help to ensure its survival. Rather than falling into disrepair through neglect or being rendered unrecognisable, Heritage buildings that are sympathetically recycled can continue to be used and appreciated.

Communities increasingly recognise that future generations will benefit from the protection of certain places and areas, including heritage places. Our lifestyle is enhanced not just from the retention of the Heritage buildings, but from their **adaptation into accessible and useable places.**
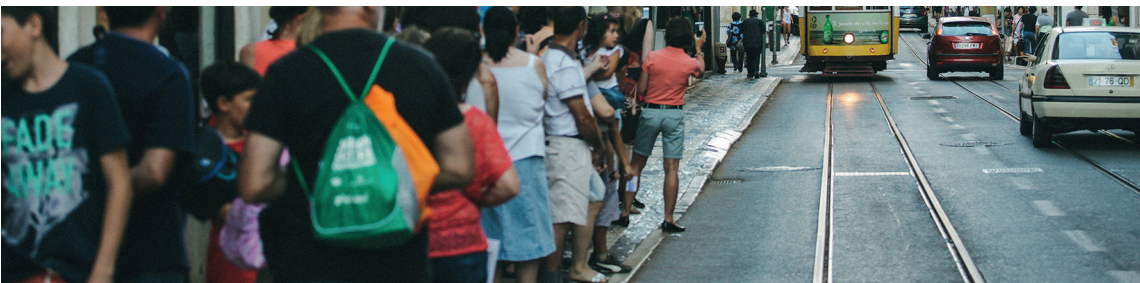
**ADAPTATION AND
FINANCIAL
BENEFITS**

The adaptation of historical buildings presents a **genuine challenge to architects and designers to find innovative solutions that respect the past and the values they embody.** From an economical point of view, adaptive approach usually generates **commercial and touristic benefits and financial returns for the HBAs** and the stakeholders involved. The adaptive approach is an effective strategy for optimizing the operational and commercial performance of built assets.

The concept of **adaptive reuse combines public use, education, appreciation and enjoyment within a historical context**, to raise funds for the conservation and maintenance of the HBA itself. It involves the use of places with Heritage values, retaining the cultural significance of the building or structure. **The HBAs must be protected whilst ensuring that the public is able to access and appreciate the sites where appropriate.** The objective is both to increase the **tourism opportunities** available in the HBAs and to guarantee an **efficient preservation management.**

Within the HBAs, an additional parameter is added to these three aspects (sustainable development and community and financials' benefits), it is an intrinsic value that makes **management more complex.** This is the **historical value of buildings in HBAs** that creates a different methodology of work between enhancing a historic center and enhancing any other city district.

PRESERVATION OF
THE HISTORICAL
VALUE

Mantova, Piazza Sordello

Adaptive re-use of historic buildings, landscapes and places involves the use of places with Heritage values, while retaining the cultural significance of the building or structure. It acknowledges that Heritage is not static and that these places should continue to live and develop over time. However, in HBAs, adaptive reuse can be considered self-defeating if it fails to protect the building's Heritage values. **The adaptive reuse of a historic building should have minimal impact on the Heritage significance of the building and its settings.** The most successful built Heritage adaptive reuse projects are those, that best respect and retain the building's Heritage significance and add a contemporary layer that provides value for the future. Sometimes, adaptive reuse is the only way that the building's fabric will be properly cared for, revealed or interpreted, while making better use of the building itself. Where a building can no longer function with its original use, a new use through adaptation may be the only way to preserve its Heritage significance.

BOX 1. HYPOTHETICAL ITALIAN CRITERIA

The challenge is to find CE standard criteria to help ensure that an adaptive reuse project has minimal impact on a building's Heritage values. In Italy, for example, we can consider criteria such as:

- to discourage "façadism"—that is, gutting the building and retaining its façade;
- to require new work to be recognizable as contemporary, rather than a poor imitation of the original historic style of the building;
- to seek a new use for the building that is compatible with its original use.

These criteria can be a common basis to develop the local guidelines of the Italian Cities involved in the BhEFEFIT project.

CHAPTER 2
REFERENCES and SOURCES

[1] *The European Parliament resolution of 8 September 2015 towards an integrated approach to cultural Heritage for Europe - http://resources.riches-project.eu/ wp-content/uploads/2015/10/EP-Resolution-08-09-2015.pdf*

[2] *Report of the Horizon 2020 Expert Group on Cultural Heritage (2015)- Getting Cultural Heritage to work for Europe - http://openarchive.icomos.org/1693/1/ Report_of_the_Horizon_2020_expert_group_on_cultural_heritage.pdf*

[3] *European Year of Cultural Heritage - http://europa.eu/cultural-heritage/*

[4] *The attention on the role of society for the governance and management of cultural Heritage is quite recent. It starts, approximately, in 2005. This year saw the adoption of the Framework Convention on the Value of Cultural Heritage for Society (the Faro Convention). Under "Aims of the Convention", Article 1c reads: "the conservation of cultural heritage and its sustainable use have human development and quality of life as their goal". Referring to society as "constantly evolving", "the need to put people and human values at the centre of an enlarged and crossdisciplinary concept of cultural Heritage", and "the need to involve everyone in society in the ongoing process of defining and managing cultural Heritage", the Faro Convention articulated a sea-change in perceptions.*

[5] *These issues are dealt with in the Urban Agenda fort the EU - Pact of Amsterdam. In fact, The European Union is one of the most urbanised areas in the world. Today, more than 70% of Europe's citizens lives in an Urban Area and the development of Urban Areas will have a major impact on the future sustainable development (economic, environmental, and social) of the European Union and its citizens. The success of European sustainable urban development is highly important for the economic, social and territorial cohesion of the European Union and the quality of life of its citizens. http://ec.europa.eu/regional_policy/sources/policy/themes/ urban-development/agenda/pact-of-amsterdam.pdf*

All images are taken from: unsplash.com

THE MANAGEMENT OF THE HBAs: ADAPTIVE STRATEGY

The Central Europe Countries present different approaches to the management of cultural Heritage (stylistic approach, transformation approach, conservation, reconstruction) [1] but they are aligned to implement strategies for a more sustainable governance and to develop a shared strategy for an integrated HBA management. Managing the HBAs is increasingly demanding and, at the same time, the outputs and outcomes expected from the management processes are ever greater.

An adaptive strategy in the HBA management derives directly from balanced governance and must be able to compare and encompass various parameters that must be considered in an **integrated, adaptive and holistic approach.** Starting from a balanced governance we can define some areas of intervention.

PARTICIPATION

A **participatory approach to the management** is being promoted in various fields but particularly in the HBAs sector, given the perception of the Heritage as the shared property of communities and a factor in ensuring the sustainability of those communities. Achieving broader participation is one of the mail goals of HBAs' management that should be:

- managed with **local people** more in mind;
- managed to **meet the needs** of local people;
- build up on local knowledge.

Information from the CE Countries shows that, in practice, **HBAs management systems are often failing to involve local counterparts.** Even when community involvement does take place, the level of participation in decision-making and the capacity of local stakeholders actually to engage and make contributions are often limited.

An effective participatory approach that delivers reciprocal benefits to the cultural property and to society depends on understanding:

- **who participates** in decision-making, assessment, planning, implementation and evaluation processes, and how;
- **who contributes** with experience, knowledge and skills, and how;
- **who benefits** economically, socio-culturally and psychologically, and how.

TRANSDISCIPLINARITY
AS SUPPORT
FOR LOCAL
AUTHORITIES'
TASKS

Nowadays, transdisciplinarity and multidisciplinarity are two important parameters. The dialogue between different disciplines, their mutual synergies are of special importance to be able to intervene towards local administrations and to provide specific technical expertise, fundamental for a fertile management of the HBAs. In the management process, first of all, the local authorities have to:

- define the **scope** of the activity and develop a programme;
- assess the **skills** required;
- identify the **stakeholders**;
- define the nature of the **consultation process** (participatory approach);
- prepare a **timetable**;
- identify **financial, human and technical equipment resources** required.

Once defined the general overview, the HBAs' management should be:

- improved with **capacities** within the local authorities;
- characterized by an **interdisciplinarity** approach;
- run by partners involving an array of different **stakeholders**.

CHAPTER 3
REFERENCES and SOURCES

[1] *These concepts are examined in depth in DT 1.1.2. HBA Governance System Analysis in Central Europe*

All images are taken from: unsplash.com

POLICY

STATEMENT

THE HBAs' GOVERNANCE SYSTEM STRATEGY: POLICY STATEMENT

PART 2

OBJECTIVES

The development of a shared strategy for sustainable governance and management of the HBA in Central Europe s is one of the final outputs of the BhENEFIT project. To achieve this goal, a path has been developed consisting of **analyses, meetings, visits and targeted workshop.** During the **Modena** project workshop, every local partner has presented his own analysis of local governance system. Starting from three possible objective drafts for the topic, a dialogue and a debate was established.

Working table held in the Modena workshop

The starting point was presented by Italian partners; the three main strategy's objectives proposed for the debate were:

1. **to enhance the participatory approach** by including new professional players and communities in the decision-making process of HBA - a Common Heritage;
2. **to promote a cross-cutting approach**, competences and capacities, to manage the complexity and the value of HBAs as crucial components of local development policies;
3. **to improve vertical and horizontal collaboration mechanism** to make the HBAs management more effective and sustainable.

The Countries involved reasoned on the thematic in three different focus groups with the three following objectives:

1. **Partnership principle:** to include all relevant and specific stakeholders in decision making;
2. **Pooling and optimizing resources:** to include and mix competences and capacities, to manage complexity and value of HBAs as crucial components of local development policies;
3. **Trade-off mechanism:** to prevent and manage conflicts and develop balanced policies in HBA management.

Chapter 4 analyses these objective, focusing on the reflections and considerations come to light during the Modena's workshop working tables.

4.1. PARTNERSHIP PRINCIPLE

Stakeholder involvement must be goal-oriented and refers to participation of interest groups (i.e. representatives of locally affected communities, owners, professionals, national or local government authorities, politicians, civil society organizations and businesses, citizens) in the planning or decision-making process of the HBAs. Stakeholders can be defined as **any group or individual who can affect or is affected by the management of the HBAs.**
In general terms, four main stakeholder groups can be distinguished:
- stakeholders who directly benefit (beneficiaries);
- stakeholders who provide resources for the development;
- stakeholders who are negatively affected (burden);
- stakeholders who directly impact on HBAs ecosystem (services) (e.g. land owner, resource manager);
- stakeholders who indirectly influence on HBAs' ecosystem (services) (e.g. decision maker, civil society organisation).

In HBAs we can divide the stakeholders in two main categories:
1. **stakeholders by law:** the institutional stakeholders that needs to be involved at the beginning of the decision-making process;
2. **additional stakeholders:** important to be involved in the decision-making process at different times and with different modalities.

Stakeholders by law involvement is not only regarded as an **essential element in the HBAs governance, management and decision making**, but also considered critical in the context of usability and enjoyment of the city centres.
Their involvement is a fundamental step and not only a formality to be carried out with a simple letter or a generic call.
It is important to **find the right timing and the right tool to permit a wide and effective participation modality,** according to their own

STAKEHOLDERS
BY LAW
INVOLVEMENT

features identity and according to the possible role they can play inside the strategy, management and decision-making process. The keywords to establish a collaborative relationship that we can consider are:

- **TRUST:** The purpose of involvement is to **create a good atmosphere** (in particular with private stakeholders) and to enable all stakeholders to make known their views and to work together to ensure that these views are addressed and considered. At the same time, it should be recognized that the aim of an effective stakeholder involvement programme is not necessarily to gain consensus or 100 per cent agreement, but rather for stakeholders to **understand the basis for a decision and thus have greater trust that the decision was appropriate.** In most cases, final responsibility for the decision making lies with respective authorities. However, this kind of involvement in the overall process can be crucial in developing confidence and trust, without which progress can be difficult if not impossible;

- **TAILOR-MAKING:** The first steps to an effective stakeholder involvement process are the development of an appropriate strategy and a plan for implementing this strategy. This requires a comprehensive approach to the stakeholder identification and understanding of the issues or concerns affecting them. Local administration must play the role of a moderator able to facilitate the dialog between different types of stakeholders. The **need to speak the same language** is the base of the creation of a **tailor-made dialog** that does not reason in general terms but with specific issues. After identifying ideas, needs, concerns and sensitivities among the various stakeholder groups and how those groups may impact the programme or facility development in question, there is then a need, within decision-making processes, to c**learly assign responsibilities and roles** for stakeholders involvement in these processes. This should include explanations of what decisions are required and how stakeholders can influence them, and if not, why not;

- **TRANSPARENCY:** Openness and transparency are the opposites of the **decide, announce, defend** communication model of the past. New principles as **engage, interact, and cooperate** should be implemented. This should ensure that all parties communicate their activities clearly and concisely, thereby avoiding accusations of secrecy and obfuscation and helping to develop and maintain

trust. Clearly stakeholder involvement should be considered as a strategic activity, not as an afterthought.

The additional stakeholders are a **very broad category** and they present very different characteristics from each other's. Sometimes there are different groups of stakeholders fighting each other because they have **opposite needs and expectations**. A striking example may be the different view of owners and users of HBAs.

Among additional stakeholders, in sustainable enhancement process of the HBAs, a key role is played by **big investors**. These figures, in fact, can become the **catalysts of urban regeneration in historical city centres**, having particular financial interests in restoration and re-use of ancient buildings. The dialog between big investors and local administrations is not always easy. The questions that the administration must be able to answer are: how and when can we involve them? How can we manage a productive dialogue? How can we make them an active part in the enhancement of the HBAs? How can we not conflict with other categories of stakeholders?

From these questions, the need for **choral flexibility** emerges. The public administrations of Central Europe have adopted a c**lear participatory methodology** but need time and official procedures to negotiate with the different actors involved, finding **the most appropriate and personalized strategy to identify parts and roles within the decision-making process.**

<div style="text-align: right;">

ADDITIONAL
STAKEHOLDERS

</div>

4.2. POOLING AND OPTIMIZING RESOURCES

To delineate the sharing and optimization of resources, we started with identifying the main groups of actors involved, subdividing them into three macro-categories, and then trying to understand, for each one, what roles and resources could be put in common.

We consider the public sector represented by:
- local, regional and state authorities;
- public institutions (such as schools, research institutions, etc.);
- communities[1], NGOs.

<div style="text-align: right;">

PUBLIC
SECTOR

</div>

The **main competences** identified for the public sector are:
- identification and protection of the public values;
- definition of the stakeholders' behaviour rules (law, ethic rules, etc.);
- governance of societal processes, urban development and decision-making;
- data/knowledge collection, selection and provision;
- management of the dialogue and coordination between different stakeholders to permit integration and identification of common goals;
- management of the participatory processes;
- entrepreneurship (e.g. social enterprises);
- raising of the awareness and communication;
- mobilization of resources (financial, human, technical, etc.);
- guarantee of the provision of the services in public interest (technical, social, ecosystem services):
  - direct service provision;
  - guarantee of the service accessibility (e.g. via support for the provision by private or semi-public sector);
- absorption capacity (to absorb innovations; to be open to behavioural, technical and institutional innovations);
- flexibility and reaction promptness;
- crises management and risk management (including proper respond to the natural disasters and developing urban resilience).

SEMI-PUBLIC SECTOR

We consider the semi-public sector represented by:
- universities;
- associations;
- clusters;
- public-private networks;
- religious institutions.

The **main competences** identified for the semi-public sector are:
- knowledge development (including technologies);
- knowledge collection, adoption and spread (including innovations);
- value identification, argumentation and mediation among stakeholders and the public sector;
- capacity development:
  - education;
  - starting, managing and mediating of collaboration practices;

- training;
- supporting, catalyzing and safeguarding self-learning and self-organization processes;

- provision of feedbacks, critical reflection on the societal development;
- goal-oriented support of decision makers by providing data and mediation of knowledge.

We consider the private sector represented by:

- Enterprises;
- Banks and financial institutions;
- Private institutions (research, consultancy, etc.)

The **main competences** identified for the private sector are:

- decision making;
- making sustainable businesses;
- capitalizing on the values;
- using money and other resources for achieving specific benefits;
- attracting the investors;
- blending resources;
- marketing.

The private sector also includes private for-profit such as **private owners, investors, professionals, businesses, professional associations and private enterprises**. This sector can offer opportunities for the enhancement of HBAs or present specific and technical competences (i.g. architectural, engineering, chemical, geological…) to provide useful data and in-depth and sector-specific knowledges.

Each sector has peculiar and crucial characteristics within the **HBAs' governance and management**. It is inevitable the creation of a **gap** between sectorial skills and roles; this gap can only be filled by mutual comparison and collaboration. Hence the specific skills and competences of the public, semi-public and private sectors have been clearly recognized and analyzed, we have identified some **horizontal or transversal competences**, for which execution a **shared dialogue and ongoing collaboration** between the involved sectors is necessary. These competences belong to different and more complex fields including:

- **environment:** energy efficiency, urban heat island phenomenon, waste and water, pollution, mobility;

- **society:** services and facilities, cultural life and leisure facilities, identity perception, gentrification vs. mixite, accessibility, security;
- **economy:** tourism impact, maintenance costs, transformation costs.

We can no longer think separately and independently from others governance players; if we want to **achieve a sustainable enhancement of HBAs in all its aspects (environmental, social and economic)**, we need to establish and coordinate a **multi-actor decision-making process** to guarantee:
- urban development (urban regeneration and land management);
- urban processes management;
- technical infrastructure such as:
    - sustainable energy supply;
    - water supply;
    - waste water cleaning and sewage systems;
    - smart systems and smart technologies (monitoring, control, etc.);
- energy efficiency (lighting);
- transport systems and transport infrastructure (public transport services);
- waste management (collection, separation and reuse); social services, grey infrastructure;
- retail services, restaurants, hotels;
- urban landscape management (water management and climate change mitigation);
- housing (social hosing, rental housing);
- safety and security.

4.3. TRADE-OFF MECHANISM

The trade-off mechanism is a **process** [2] that aims to make right and **proper decision through a stable and constant confront, exchange and dialogue structured over time between the different city players, considering all possible options and solutions** and evaluationg positive

and critical aspects for each choice.

The concept of a trade-off implies a **tactical or strategic choice** made with full comprehension of the **advantages and disadvantages** of each setup.[3] To reach a **balanced, transparent and shared decision** is necessary **time**, that is one of the most important elements of this process. The involvement of different stakeholders, the understandings of needs, the global management, the definition of the main objectives to reach the sustainable enhancement of HBAs is a complex process that can not be minimized and reduced in a short time. All these aspects as well as the balance between different stakeholders, a fair division of sources and a transparent distribution of benefits is the base of the trade-off process.

In the HBAs, the trade-off principles should be used to **find the balance between conservation of the historical buildings, their use, the economic profit** (that can derive by using them) **and the maintenance of a high level of quality in the historical city centres**. The results need to **find the best technical solution adjusted to the conservation prescriptions of each CE Country.**

Diagram 4 - The trade-off mechanism process

As an example, we can try to imagine the various steps to deal with the obtainment of **livability and enjoyment in HBAs**:

1. **identification of the different types of stakeholders** and definition of the **different modality and timing of involvement**;
2. constant and structured involvement of the **"stakeholders by law"** since the definition of the strategic governance process and creation of a transparent and open dialog;

3. involvement and consultation of the "additional stakeholders" (investors, citizens, tourists etc.) in the decision-making process and also in the management one;

4. consultation of the **conservation prescriptions and principles** (this is the main difference between working in Historical Built Areas and working in more recent cities' districts);

5. unanimous definition of **the best and proper technical solution** also through the consultation of specialized technical bodies;

6. municipal decision-making process and definition of a concrete **management plan**;

7. **monitoring and possible adaptation** of the management plan.

This schematic process highlights the necessity to have a shared vision between the local administration (in the role of mediator) and the different groups of stakeholders, otherwise these strategic city players can not be in the condition to contribute and implement the HBA's sustainable enhancement strategy.

Actually, is difficult to find a balance because we have specific prescription on one side but, on the other, generic ideas on how to intervene. Together with clear conservation and planning prescriptions, we should also have **management plans able to make the historical building lively and to plan a long-term use over time**. The **maintenance of the use and the activities** cannot only depend on the public administration but must be a common (and principal) responsibility also of private owners and investors involved in the decision-making process.

CHAPTER 4
REFERENCES and SOURCES

[1] *Community is understood as collective and not as a group of private citizens*
[2] *It is a principle, not a simple instrument or tool*
[3] *https://en.wikipedia.org/wiki/Trade-off*

STRATEGY

THE HBAs' GOVERNANCE SYSTEM STRATEGY IMPLEMENTATION: TIPS AND RECOMMENDATION

PART 3

MOVING FROM CHALLENGES TO STRATEGY

The Central Europe municipalities have long recognized **the need for new approaches to a sustainable enhancement of the HBAs,** which would reflect the increased complexity of their work and f**acilitate a positive interaction with a larger contest with particular attention paid to local communities**. Indeed, the shift in the HBAs sector from simple physical protection to a **more layered approach to the management** that takes into account **social, economic and environmental concerns** provides a basis for giving the HBAs a function in the life of the community. This is especially important for the HBAs, whose very meaning is often the subject of contention among multiple stakeholders, in the face of rapid socio-cultural mutations. This more holistic approach has made the management of the HBAs all the more demanding.

This chapter intend to simply provide a **guidance on the challenges of managing an HBA starting from a common framework** (analysed in the previous deliverables) that represents the 'minimum common denominator' among the very wide range of possible governance and management systems
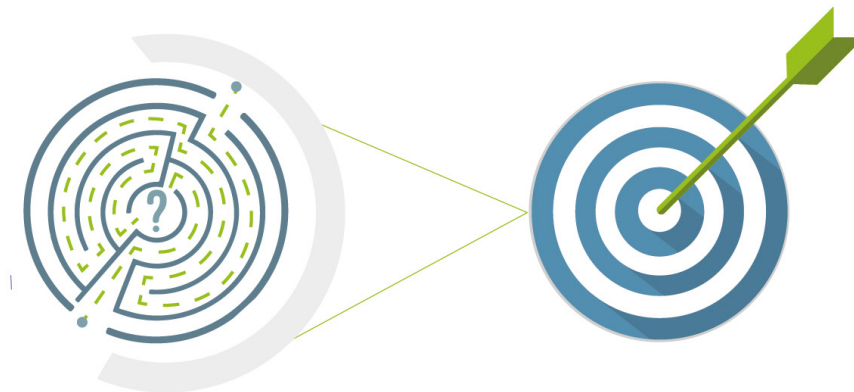
Diagram 5 - From problems to objectives and priorities

PROBLEM

In the national legislations of Central Europe Countries there is not a specific reference to the HBAs

OBJECTIVE

To improve the focus on the HBA within the national legislation

There is not a unique and unitary national and local framework for the HBAs.

The HBA concept assumes a peculiar undertone in the various legislative frameworks. The sustainable enhancement of these areas is regulated taking into account the **prescriptions about cultural Heritage and urban planning.** Legal framework proposes common format -with some differences- based on an **integrated approach** connecting spatial planning and Heritage protection. In particular, there is a significant legislation about Heritage protection and valorisation in Central Europe that nevertheless can be improved with a specific focus on the HBAs.

CHALLENGE 2:
URBAN LAND-USE, STRUCTURAL PLANNING AND STRATEGIC PLANNING

PROBLEM

Urban land-use and structural plans and strategic plans are developed separately and in different ways

OBJECTIVE

To improve the interdisciplinarity and the participation;
To define a systematic plans' implementation with the support of financial resources.

Each Country develops specific plans with different nature, land-use, structural, **strategic plans and peculiar site-specific visions** across different levels from zonal, via urban, supra-local up to regional and national. The first main challenge that planning must face is to include

the improvement of **interdisciplinarity**. Always, the planning has been claiming the assets of multidisciplinarity and interdisciplinarity nevertheless they can be improved and better organized. In addition, they should embrace a more **participatory approach** including not only public authorities and professionals but also citizens, business, schools, universities and civil society organizations. Give a systematic implementation to various plans is the greatest difficulty because of **the lack of financial resources.**

CHALLENGE 3: **CITIZENS**

PROBLEM

In Central Europe, civil society is generally aware and involved in the Heritage protection -and consequently in the enhancement of the HBAs- as long as it does not interfere with living habits. This happens more in small communities.

OBJECTIVE

To enhance the participatory approach as the common best practice

The introduction of a **participatory approach** in the HBAs enhancement activities means involving stakeholders, citizens, business, schools, universities and civil society organizations in specific aspects of the management process.

The term covers a wide range of different types of participation, which differ in terms of what is understood by 'participation', whose participation is wanted, and how the different actors are involved.

This kind of approach - based on the principle of subsidiarity - **can become a best practice in the governance management of the HBAs,** taking into account that:

- participatory approaches are not about a single method but about a way of undertaking the HBAs that is meaningful to different stakeholders;
- many opportunities exist to use participatory approaches, so it is important to think systematically through who is best involved in

which aspect and to be clear about the purpose of more or different
• forms of participation;
participatory approaches can be used in different steps and with
both quantitative and qualitative data collection and analysis
methods.

CHALLENGE 4:
PRIVATE SECTOR FOR-PROFIT

PROBLEM

Inadequate involvement
of professionals,
businesses and private
enterprises that are often
not considered as an ally

OBJECTIVE

To improve the
involvement of private
sector in the decision
making process;
To adopt a cross-sectoral
partnership

Increasingly, profit oriented organizations and the public sector are cooperating in producing and distributing a wide range of goods and services. Also in the HBAs' governance and management is necessary a convergence regarding the importance of participation and the integration between different competences in the strategic decision making process. Yet, working through a cross-sectoral partnership can bring with it complicated managerial issues.

In both - public and private sectors, the goal of increasing participation can be considered as a mean to enhance the wisdom and effectiveness of the governance strategy in sustainable enhancement of the HBAs' policies, and to secure support of multiple key actors with specific and complementary competences.

CHALLENGE 5:
SPECIALISED TECHNICAL BODIES

PROBLEM

Professionals and technical expertise is spread, but sectorial. Local authorities (especially the small sized ones) lack of an appropriate staff

OBJECTIVE

To improve capacities within local authorities; To adopt an integrated, participatory and interdisciplinary approach

In the governance and management of the HBAs, the administrations need to be supported by specialised technical bodies, with the domain expertise and professional knowledge. The professionals and technical expertise are spread but sectorial at the same time. A local authority - especially a small sized one - lack of an appropriate staff that can handle a range of technical, scientific and management tasks. Consequently, to **improve technical and specialist capacities within local authorities towards adoption of an integrated, participative and interdisciplinary approach**, it is a fundamental step for the management of the HBA complexity.

CHALLENGE 6:
INTERNAL COLLABORATION

PROBLEM

Process and procedures to obtain authorisations are long and complex

OBJECTIVE

To improve a shared dialogue and an ongoing collaboration

In the administrational field, process and procedures about the protection of cultural Heritage or the enhancement of urban planning determine a heavy bureaucratic mechanism to trigger that require time and efforts. One of the goals that Central Europe Countries aim to is to streamline, make more efficient and simplify the bureaucratic machine. The proposed action must be built on the ongoing collaboration between the different parts and the **shared dialog** of information and competences.

CHALLENGE 7:
SUSTAINABLE TECHNOLOGY

PROBLEM

The common technologies supporting sustainability are developed mostly for new buildings, often they are not suitable to old building stock

OBJECTIVE

To create appropriate tools for buildings with an historical value

Making Heritage buildings sustainable is nowadays just becoming as important as preserving their history and sometimes they can offer energy-efficiency lessons of their own. While **preserving** Heritage is key, construction methods have changed dramatically while energy efficiency is often paramount, so architects are looking at ways to make these buildings more sustainable. In building with historical value, it is important to preserve the authentic core and historical character while **making the buildings more comfortable and energy-efficient.** Often, the common technologies on sustainability are suitable for new but not for old buildings. Creating appropriate instruments for a **building energy-sustainable toolkit and support public and private research and development** are crucial for dynamic of the HBA revitalisation in Central Europe.

CHALLENGE 8:
SUSTAINABLE TOURISM

PROBLEM

Tourism can damage the physical environment and social life in historic areas

OBJECTIVE

To enhance a sustainable tourism, use and accessibility of the HBAs

Sustainable tourism as well as the use and accessibility of the HBAs play a major part in conserving and realising the value of the heritage.

Tourism is an industry facing in many different directions, all of which bring their challenges and opportunities. Addressing these in a way that reconciles **sustainability and competitive economic prosperity** is a major issue for the Central Europe Institutions and for the leadership of those municipalities whose towns and cities are the focus of cultural tourism. It is also important to remember that not all cultural tourists are the same and they have got different needs and impacts. Yet tourism is sometimes a problem for historic places, it can: damage the physical historic environment, undermine both the sense of place and cultural identity, cause inflation, and can create difficulties for local people. The intention is to provide a coherent methodology and bring together a full range of issues that can draw general strategies to enhance sustainable tourism.

CHAPTER 5
REFERENCES and SOURCES

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OPERATIONALISATION OF THE HBA DEVELOPMENT STRATEGY IN THE HBA MANAGEMENT PLAN

Chapter 6 is intended to provide strategic actions useful for drawing up local guidelines, starting from the problem posed and from the objectives to be achieved. One of the fundamental elements that can not be underestimated is to build on existing capacities or create new strengths – whether of practitioners, institutions or communities and networks. Positive changes to managing HBAs can be achieved with an inclusive and open perspective that includes collaboration between different fields and constant coordination.

	PROBLEM	OBJECTIVE and PRIORITY	ACTIONS
LEGISLATION	In the national legislations of Central Europe Countries there is not a specific reference to the HBAs	To improve the focus on the HBA within national legislations	• Facilitation of the development of **complementary instruments** and regulations for the HBAs • **Integration** across cultural Heritage's legislation and urban planning
PLANNING	Urban land-use and structural plans and strategic plans are developed separately and in different ways	• To improve the interdisciplinarity and participation • To define a systematic plans' implementation with the support of financial resources	• Planning of recurring **working and updating meetings** • Involvement of **different professionals** in the design phase • Planning the **economic sustainability** in long term
CITIZENS	There is civil society generally aware and involved in the Heritage protection in Central Europe - and consequently in the enhancement of the HBAs - as long as it does not interfere with living habits. This happens more in small communities	To enhance participatory approach as common best practice	• Building the perception of **the city as a Commons** • Organization of **targeted and public meetings** • Openness to **proposal for collaboration** (e.g. pact of collaboration with citizens) • Introduction of a **participated budget**

PROBLEM	OBJECTIVE and PRIORITY	ACTIONS	
Inadequate involvement of the professionals, businesses and private enterprises that are often not considered as an ally	• •To improve involvement of private sector into the decision-making process • To adopt a cross-sectoral partnership	• Involvement through **meetings and workshops** • Involvement in the **strategic and monitoring phase** • Creation and definition of the **calls for ideas**	PRIVATE SECTOR FOR-PROFIT
Professionals and technical expertise is spread, but sectorially. Local authorities (especially the small sized) lack of an appropriate staff	• To improve capacities within local authorities • To adopt an integrated, participatory and interdisciplinary approach	• **Integration across information and resources:** – Best use of all information sources – Across disciplines and sectors – Identify major issues – Documentation quality • Involvement of **professional associations** (architects, engineers, lawyers …)	SPECIALIZED TECHNICAL BODIES
Process and procedures to obtain authorisations are long and complex	To improve a shared dialogue and an ongoing collaboration	• Definition of **more simple procedures** with more rapid times • Coordination of a **sharing participation** in decision-making, assessment, planning, implementation and evaluation processes	INTERNAL COLLABORATION

PROBLEM	OBJECTIVE and PRIORITY	ACTIONS
SUSTAINABLE TECHNOLOGY The common technologies on sustainability are born for new buildings, often they are not suitable to old ones	To create appropriate tools for building with an historical value	• **Evaluation** of the building's **value** • Drafting of a **check list** for the choice of the **most suitable type of intervention** • Definition of **common evaluation parameters** such as: − historical value − sustainability of the site − water management energy and atmosphere − materials and resources − internal environmental quality − innovation in the design − territorial priority
SUSTAINABLE TOURISM Tourism can damage physical environment in historic places	To enhance a sustainable tourism, use and accessibility of the HBAs	• Medium and long-term planning involving **different stakeholders**, in particular: local businesses, associations, cultural institutions and citizens) • Educating travellers to **responsible tourism** also through experiential situations

CHAPTER 6
REFERENCES and SOURCES

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