

HISTORICAL BUILT AREAS GOVERNANCE SYSTEM ANALYSIS IN CENTRAL EUROPE



PICTURE ON THE COVER
Mantua, Piazza Sordello

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FOREWORD

UMBRELLA SHARED ANALYSIS

This document provides an umbrella shared analysis of the governance system of Historic Built Areas - hereinafter HBA - in the seven Central Europe Countries partners: Austria, Croatia, Czech Republic, Hungary, Italy, Slovakia, Slovenia. Every Country has its own culture and every society and culture have different ways of interpreting and managing the conservation and preservation of HBA.

Historical and socio-economic context is critical to understanding any place, organization, or project. The context in which any project is developed should never be in isolation from the surrounding community.

This preparatory study highlights common points, differences, legal frameworks and challenges in the management of HBA; it aims to present reasoned conclusions and recommendations for the future definition of strategies and guidelines.

CHAPTER 1

SHARED
DEFINITION
OF HBA



PICTURE ON THE PREVIOUS PAGE
Candida Höfer, Mantua, Palazzo Canossa, 2011

**HISTORIC
BUILT AREA**

«A Historic Built Area is a Historic built environment, both limited to a portion of an urban area or extended to a not-natural, 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.) which tell the particular story and identity of the place.

A HBA is 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 and it is, therefore, a powerful expression of culture and history, it shows how society has evolved, and its present form provides a focus around which communities define their identity.

In a HBA the morphology of the settlement, 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 definition is the shared result of a structured and participated debate around the HBA topic held among the various project partners. Although every partner involved in BhENEFIT shares the definition of HBA, not one national normative reports this 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. In Italy we talk about Historical City Centres and Urban Landscape; in Slovakia about territorial Heritage.

In Czech Republic the matter is about protected urban units; in Hungary, the normative refers to integrated settlement development strategy.

In Slovenia, Heritage protection areas are defined in Cultural Heritage Protection Act as areas with homogenous immovable Heritage character that are an important part of spatial arrangements due to their values and development potential. The law prescribes the procedure of coordination and political decision-making that gives rise to protection areas as obligatory components of spatial plans.

CHAPTER 2

GOVERNANCE APPROACH OF HBA



PICTURE ON THE PREVIOUS PAGE
BhENEFIT meeting

The BhENEFIT project involves 7 different Central Europe Countries: Austria, Croatia, Czech Republic, Hungary, Italy, Slovakia and Slovenia. Every Country has its own history, traditions, culture and sensitivities towards urban and natural landscape.

Every Country presents a peculiar understanding and singular approach to the management of Architecture-Built Heritage and of the Historical City Centres or Heritage Built Areas.

According to the report *Assessment of HBA governance system - DT1.1.1.1* that every project partner drafted, Chapter 2 highlights the **common approach and controversial points of discussions** came to light about the essential characteristics of **Cultural Heritage, a wide concept that is referred also to buildings and areas in the historical city centers.**

It is not easy to define an HBA and to find the right governance system to sustainable enhance this complex urban organism. For these reasons, our starting point is a deep analysis of the characteristics - the common and the controversial ones - of Cultural Heritage, then to arrive to the definition of HBA presented in the first chapter and then to define the common challenges for a shared governance and management approach in Central Europe.

This Chapter is a **general and shared brainstorming** of what the essential characteristics of an HBA are and what are the **main questions that deserve specific attentions.**

2.1 COMMON APPROACH

CULTURAL HERITAGE IS OUR IDENTITY

Cultural Heritage is a wide concept.

Heritage is a property, something that is inherited, passed down from previous generations. In the case of Cultural Heritage, the heritage does not consist in money or property, but of **culture, values, history and traditions.** Cultural Heritage implies a **shared bond, the belonging to a community. It represents our history and our identity; our bond to the past, present and future.** It is an expression of the ways of living developed by a community and passed on from generation to generation, including **customs, practices, places, buildings, objects, artistic expressions and values.** It is also the result of a selection process: a process of memory and oblivion that characterizes every human society constantly engaged in

choosing—for both cultural and political reasons—what is worthy of being preserved for future generations and what is not.

Each Central Europe Country presents a constitutional or national law on Heritage preservation that links Heritage to national identity.

- «*The Republic [...] must safeguard the historic and artistic landscape and heritage of the Nation*» (IT Constitution)
- «*Our cultural heritage is an irreplaceable, unique and non-renewable source of our past and present, an inseparable component of national and universal culture*» (HU Act LXIV of 2001 on the Protection of Cultural Heritage)
- The state «*shall provide for the preservation of the natural wealth and cultural heritage and create opportunities for the harmonious development of society and culture in Slovenia*» (SLO Constitution)

For each Central Europe Country is important to respect, safeguard and preserve the cultural heritage, through Central Government or Federal Government Policies. **Heritage preservation represents the heart of the National Policies.**

Law helps us define and categorize heritage. Knowing that there are different types of heritage means we can develop the right mechanisms for protection based on their particular features and needs. Law also helps us **create the standards necessary to assess what is significant and worthy of protection** and develop mechanisms to enforce rules to keep heritage and people accessing heritage safe.

Although every Country presents a national policy on Heritage preservation, there is not a central structured financing. The presence of central rules but local resources can be considered a weakness and a paradox itself. In fact, the responsibility for the conservation of built Heritage, consequently falls on the owner - a public or a private one.

Today the management of HBA goes beyond the classical ingredients - preservation and conservation - to the education of the public and to the economic and social development of a Country and its community through the heritage.

Nowadays we can talk about **integrated approach** in the management of HBA. It is a **multidisciplinary and dynamic process** that combines the promotion and protection of cultural diversity, democratic governance,

CULTURAL
HERITAGE IS
PRESERVED BY
CENTRALIZED
PRESCRIPTIVE
POLICIES

CULTURAL
BUILT
HERITAGE IS
MANAGED BY AN
"INTEGRATED
APPROACH"

economic assets and innovation.

In its contemporary meaning, Central Europe Heritage preservation and valorisation also include:

- **tourism and the economic development;**
- **education and engagement;**
- **accessibility;**
- **urban planning.**

In particular, tourism is one of the main tools for the valorisation of HBA, being a strong driver for socio-economic development. Cultural and environmental goods are agents for competitive advantage not because they directly produce income, but because they favourite positive externalities. They can produce and support synergies with craft activities, a renewal of ancient jobs in complex socio-economic systems where wishes go on needs. This circle produces significant and also unexpected economic and financial effects, on the occupational horizon too, just as consequence of the virtuous circle begun in different economic sector.

New organizational logics have been introduced in order to facilitate **flexibility** and resilience, in place of static hierarchical models. The network between different sectors - more than an effective and efficient organizational tool - becomes a clear image of new relations among different knowhow in the change logic.

A relevant example of the integrated approach application is the **italian concept of valorization - Art. 6 of the code of Cultural Heritage (2006-08)**

Valorization consists of implementing and setting rules to:

- promote the knowledge of cultural heritage;
- ensure the best public use/accessibility conditions by all persons (including persons with disabilities), in order to promote the cultural development;
- promote and support conservation activities.

The enhancement of landscape includes:

- the requalification of endangered or degraded protected buildings and areas;
- the establishment of new coherent and integrated landscape values.

In this definition, valorisation goes along with protection. Private participation to valorisation is favoured by the state according to the principle of subsidiarity that aims to ensure that decisions are taken as closely as possible to the citizen.

Always more frequently, local policies, strategies and urban and management plans recognize **heritage as a principal asset and try to connect Heritage preservation to cultural, social or economic development.**

Culture is a 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 the ever-growing sustainable development, especially with regard to local resources. The various project partners point to a changed paradigm of cultural and natural Heritage as substantial drivers of sustainable local development. A new understanding of the opportunities of cultural and natural heritage for contributing to local sustainable development is needed to improve the conditions for heritage sites. When incorporated into the development and design process, Heritage preservation results in specific places that can attract people for the unique and authentic experiences these places provide. Two examples of the concept of Heritage as a leverage for local development are: the interlink between cultural heritage protection and care programmes in Slovakia and the strategic territorial development plans and the Integrated settlement development strategy in Hungary.

HERITAGE IS
A LEVERAGE
FOR LOCAL
DEVELOPMENT

Heritage is a wide concept that includes also landscape and may include natural and environmental values. Heritage and landscape are not two separate elements, but they are complementary and constitute a unitary and comprehensive organism.

Landscape and urban landscape preservation and enhancement are strictly taken into consideration by Central Europe and they are an essential issue in national Cultural Heritage conservation policies. According to the European Landscape Convention, landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors. The landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas. There exist a great variety of landscapes that are representative of different regions. Combined works of nature and humankind, they express a long and intimate relationship between peoples and their natural environment. Certain sites reflect specific techniques of land use that

HERITAGE AND
LANDSCAPE ARE
COMPLEMENTARY
ASSETS

guarantee and sustain biological diversity. Others, associated in the minds of the communities with powerful beliefs and artistic and traditional customs, embody an exceptional spiritual relationship of people with nature.

Urban settlements growth is among the most threatening factors for the correct landscape preservation. Such phenomenon may result in corrupting the correct landscape-system functioning, particularly when the development occurs without precise planning prescriptions.

One of the main and common objectives is to **protect and sustain important landscapes and the associated nature conservation and other values created by interactions with humans through management practices.**

It is also important to maintain a balanced interaction between nature and culture through the protection of landscape and the associated traditional management approaches, societies, cultures and spiritual values.

2.2 CRITICAL POINTS

CONSERVATION VS. USE

A high-level scientific point of view restoration shows its own limit when the design should find a solution to adapt an historic building to contemporary needs or uses. Vice versa, extend the life of built heritage items by making them useful, giving them new and productive purposes and providing sustainable long-term uses can alter the historical accuracy or damage the historical layers that compose a building.

Finding the right balance between conservation's cultural reasons and daily needs to assure a vital life to the HBA is one of the strongest challenge that involve cultural institutions, administrations, private designers and owners. Cities and towns across the Countries invariably benefit when their buildings are creatively designed and functional. Alongside that, we need to protect the history and character that makes our heritage unique. Adapting heritage buildings to new uses is the current main controversial and complex challenge that the society has to face.

Moreover, the complexity of conservation procedures and the absence of a central structured financing, put the owner in a critical situation that cannot help heritage conservation.

Nowadays, specialized bodies, professionals and designers are the main - and only- players in setting strategies, priorities and actions for the conservation and valorization of HBA.

Citizens involvement is perceived as an added value, but how to involve citizens is not well defined. The Heritage governance, the role of Heritage in addressing societal challenges and the setting of a framework for cooperation and inclusive policies are however difficult topic to face in a structured participatory approach.

The idea that Cultural Heritage and its value to society is essential for human rights and democracy to help ensure positive social, political, cultural and economic development. 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.

HBA SCIENTIFIC AND
PARTICIPATORY
APPROACH

Built Heritage plays an important role in expressing tangible and intangible values. It represents a strong link with the past, revealing how communities evolve socially, technologically and culturally. While some buildings have retained their original function, some others have been adapted for new uses. Within this framework , can **environmental sustainability** be considered an effective aspect to favourite a better **functionality** of a building? Or can the inclusion of environmental sustainability issues lead to an irreparably damage of the historical Heritage?

These are controversial and complex questions, since the environmental sustainability of Built Heritage is a **new and current topic**. There is no a single solution, various Counties opt for different answers. For example, from an italian conservative approach, the built heritage environmental sustainability does not represent a main and supported priority.

HERITAGE AND
ENVIRONMENTAL
SUSTAINABILITY

CHAPTER 3

INTERNATIONAL
AND EUROPEAN
FRAMEWORK



THE APPROACH

To better understand how to protect and enhance an HBA, we have considered essential to first analyzed the regulatory point of view. As said in the previous chapters, **there is no a specific legislation dedicated to HBAs**. To get a **general overview**, we started to analyze the international laws and convention (in particular the UNESCO point of view), then to examine in depth the **European level** with references to **cultural Heritage** that can be considered the best relevant legislation for HBAs.

The legal framework needs to integrate the protection of Heritage and its value, spatial planning and a sustainable enhancement. The future of HBA does not depend solely upon a Heritage-based vision, but also upon their use and well-managed transformation within a good governance international and European framework, with the establishment of strong partnerships between inhabitants, civil society, local economy and public authorities. There is just one essential condition for obtaining acceptable and sustainable results that is required if we wish to improve the living conditions of the inhabitants and preserve the historic and cultural identity of these centres.

THE INTERNATIONAL FRAMEWORK

UNESCO, Council of Europe and EU policies offer general principles and tools to be applied to HBAs. The most significant framework's pieces are shown below.

Our analysis started with a **focus upon the international prescriptions about Cultural Heritage**. Paragraph 3.1 contains citations from UNESCO recommendations and management plans that stressed the importance of Heritage in a **sustainable urban development**. Paragraphs 3.2 refers to international conventions that highlights two important elements: **landscape and participation**.

3.1 UNESCO PRINCIPLES AND TOOLS

“The existing UNESCO recommendations recognize the **important role of historic areas in modern societies**. These recommendations also identify a number of specific threats to the conservation of historic urban areas, and provide general principles, policies and guidelines to meet such challenges. [...]”

Knowledge and planning tools should help protect the integrity and authenticity of the attributes of urban heritage. They should also allow for the recognition of cultural significance and diversity, and provide for the monitoring and management of change **to improve the quality of life and of urban space**. These tools would include documentation and mapping of cultural and natural characteristics. Heritage, social and environmental impact assessments should be used **to support and facilitate decision-making processes within a framework of sustainable development.**”¹

RECOMMENDATION
ON THE HISTORIC
URBAN LANDSCAPE
(10/11/2011)

A World Heritage site can be a landmark or an area: a type of building, an architectural or technological ensemble or landscape. When the site consists of an urban area or an ensemble of punctual elements, the *UNESCO Management Plan* can be considered a useful tool to design and update a HBA local governance strategy.

The UNESCO Management Plan must be compiled for recognition into the World Heritage List, updated and monitored. It describes how the exceptional value of the site will be protected; ensures an effective protection of the site and its transmission to future generations; takes into account the typological differences, characteristics and needs of the site, as well as the cultural and or natural context in which it is located; can incorporate existing planning systems and or other traditional ways of organizing and managing territories.

A Management Plan **is a relatively new tool** which determines and establishes the appropriate strategy, objectives, actions and implementation structures **to manage and**, where appropriate, **develop Cultural Heritage in an effective and sustainable way** so that its values are retained for present and future use and appreciation. It balances and coordinates the cultural heritage needs with the needs of the ‘users’ of the heritage and the responsible governmental and/or private/community bodies.

UNESCO
MANAGEMENT
PLAN

3.2 INTERNATIONAL CONVENTIONS

EUROPEAN LANDSCAPE CONVENTION

*The European Landscape Convention*² (Florence, Italy, 20/10/2000) was adopted and signed with the aims to **promote European landscape protection, management and planning, and to organise international co-operation**. It is the first international treaty to be exclusively devoted to all aspects of landscape.

FARO CONVENTION

*The Convention on the Value of Cultural Heritage for Society*³ is mainly known as the *Faro Convention* (Faro, Portugal, 27/10/2005). This Convention is based on the idea that **knowledge and use of Heritage form part of the citizen's right to participate in cultural life** as defined in the Universal Declaration of Human Rights. In this document Heritage is presented both as a resource for human development, the enhancement of cultural diversity and the promotion of intercultural dialogue, and as part of an economic development model based on the principles of sustainable resource use.

THE EUROPEAN FRAMEWORK

Once studied the international prescriptions, **we focus on the main principles, strategies, treaties, resolutions, reports and initiatives currently in effect in the European framework**. The following paragraphs are a list of the main hints and arguments about cultural Heritage that can be applied also in HBAs.

The main key words are: **sustainability, enhancement, protection, social cohesion, participation, subsidiarity**.

3.3 EU CULTURAL HERITAGE PRINCIPLES, ACTIONS, TOOLS AND INITIATIVES

“The Treaty on the Functioning of the European Union⁴ (Official Journal C 326, 26/10/2012)

Title XIII: Culture

Article 167(ex Article 151 TEC)

1. The Union shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing ‘common cultural heritage to the fore.
2. Action by the Union shall be aimed at encouraging cooperation between Member States and, if necessary, supporting and supplementing their action in the following areas:
 - improvement of the knowledge and dissemination of the culture and history of the European peoples,
 - conservation and safeguarding of cultural heritage of European significance. [...]”

The TFEU also recognises the specificity of heritage for preserving cultural diversity, and the need to ensure its protection in the single market.

*Europe 2020 Strategy - A European strategy for smart, sustainable and inclusive growth⁵ was written during the economic and financial crisis contest to make Europe emerge stronger. **The shared strategy strengthens the importance of creativity, innovation and entrepreneurship as central aspects in the cultural sector.***

In the report *Towards an integrated approach to cultural Heritage for Europe*,⁶ the introduction of **Cultural Heritage** on the EU agenda focuses on the importance and the potential role of cultural Heritage that must be considered a shared resource and a common good. It is considered as “an irreplaceable repository of knowledge and a valuable resource for **economic growth, employment and social cohesion.**”

Cultural Heritage is considered a **catalyst for creativity and growth, that can be exploited for local and regional development.**

In summary, the report recognises the potential role of Cultural

THE TREATY ON
THE FUNCTIONING
OF THE EUROPEAN
UNION

EUROPE 2020
STRATEGY

TOWARDS AN
INTEGRATED
APPROACH TO
CULTURAL
HERITAGE
FOR EUROPE

Heritage in achieving economic growth and social. It further highlights the opportunities for Member States to work together to make cultural heritage a source of sustainable growth and jobs, while also recognising the need for sustainable management to prevent over-exploitation.

COUNCIL OF THE EU

The *Council of the EU*⁷ (Education, Youth, Culture and Sport), held in Brussels in 2014, stressed the concept of **Cultural Heritage as a strategic resource for a sustainable Europe**.

This resource is of great value to society from a cultural, environmental, social and economic point of view and thus its sustainable management constitutes a strategic choice for the 21st century.

Union shall ensure that Europe's Cultural Heritage is safeguarded and enhanced; cultural heritage plays a specific role in achieving the Europe 2020 strategy goals for a "smart, sustainable and inclusive growth" because it has social and economic impact and contributes to environmental sustainability.

EP RESOLUTION

The *European Parliament resolution of 8 September 2015 towards an integrated approach to cultural Heritage for Europe*⁸ states that, with regard to the Cultural Heritage, **an integrated approach is necessary if one wishes to achieve cultural dialogue and mutual understanding**. Such approach can lead to enhanced social, economic and territorial cohesion, while also contributing to the fulfilment of the goals set in the Europe 2020 strategy.

SUPPORT

EU actions in the field of culture complement national cultural policy in a range of areas, such as the cooperation and coordination between institutions in different Member States.

There has been **increasing interest in Cultural Heritage**, particularly since the adoption of the European Agenda for Culture. The Agenda placed a focus on heritage and introduced the Open Method for Coordination as a means to foster cooperation between the Member States. Cultural Heritage has been recognised by a number of **programmes and funding opportunities at the EU level**, including initiatives like *European Heritage Days*⁹, the *EU Prize for Cultural Heritage*¹⁰ and the *European Heritage Label*.¹¹ Cultural Heritage has also been supported through the Structural Funds. The **ERDF**

(European Regional Development Fund) has provided **support to culture, heritage and tourism with an estimated value of €14bn during the 2007-2013 period**. The Europe 2020 Strategy has further emphasised the importance of **creativity, innovation and entrepreneurship**, which are central to the cultural sector. In the Consultation on the Future Europe 2020 Strategy, the Commission underlined that the EU needs to provide more attractive framework conditions for innovation and creativity, including incentives for the growth of knowledge-based firms.

Cultural Heritage shapes our identities and everyday lives. It surrounds people in Europe's towns and cities, natural landscapes and archaeological sites and it has a universal value for us as individuals, communities and societies. It is important to preserve and pass on to future generations. **Cultural Heritage should not be left to decay, deterioration or destruction**. This is why in 2018, Europe searches for ways to celebrate and preserve it across Europe - at EU, national, regional and local level. **The aim of the *European Year of Cultural Heritage*¹² is to encourage more people to discover and engage with Europe's Cultural Heritage, and to reinforce a sense of belonging to a common European space**. The year will see a series of initiatives and events across Europe to enable people to become closer to and more involved with their Cultural Heritage. The slogan for the year is: **"Our heritage: where the past meets the future"**.

2018
EUROPEAN YEAR
OF CULTURAL
HERITAGE
#EuropeForCulture

3.4 EU TRENDS AND HERITAGE'S IMPACT

Research and expert reports have identified many different benefits and **positive impacts associated with Heritage**. Recent studies have grouped these impacts into four main categories related to **economy, society, culture and environment**. In fact, in the context of the analysis of the value of Cultural Heritage, many authors complement this definition with a notion of Heritage sector constituted by specialised activities involving Heritage and related to other social, economic cultural and environmental sectors. This scientific basis has reinforced the EU integrated approach on Cultural Heritage. European policies supporting Natural and Cultural Heritage, are oriented to offer opportunities for regional growth and job

creation, and to increase the attractiveness of an area as a place to live, work or visit.

REPORT OF THE
HORIZON 2020
EXPERT GROUP ON
CULTURAL HERITAGE

Getting Cultural Heritage to work for Europe is the title of the *Report of the Horizon 2020 Expert Group on Cultural Heritage* (2015).¹³ In this report, **Cultural Heritage** is considered a “significant force for 21st century Europe. Not only is it at the heart of what it means to be European, it is being discovered by both governments and citizens as a means of improving economic performance, people’s lives and living environments. [...] The economic benefits of Cultural Heritage have most commonly been seen in terms of **tourism**, but it is now also seen as an innovative stimulant for **growth and employment** in a wide range of traditional and **new industries**. It is also to be recognised as major contributor to **social cohesion** and **engagement** as a way of bringing together **communities** and stimulating young people to engage with their **environment**.” [...]

This report also shows the objectives for Cultural Heritage. It argues that “the European Union should vigorously promote the innovative use of cultural heritage for economic growth and jobs, social cohesion and environmental sustainability. It takes three interlinked areas of activity economy, society and environment, where we believe that a targeted programme of investment will yield considerable benefits. This leads to our three objectives, which are as follows:

- **Economy:** Promoting innovative finance, investment, governance, management and business models to increase the effectiveness of cultural heritage as an economic production factor
- **Society:** Promoting the innovative use of cultural heritage to encourage integration, inclusiveness, cohesion and participation.
- **Environment:** Promoting innovative and sustainable use of cultural heritage to enable it to realise its full potential in contributing to the sustainable development of European landscapes and environments.”

CULTURAL HERITAGE
COUNTS FOR
EUROPE
(CHCFE)

“The EU-funded project *Cultural Heritage Counts for Europe (CHCFE)*¹⁴ was launched in 2013 with an ambitious goal: to collect and analyse existing and accessible evidence-based research and case studies regarding the **economic, social, cultural, and environmental impacts of cultural**

heritage, in order to assess the value of cultural heritage which was recognised in 2014 by the EU Council of Ministers *as a strategic resource for a sustainable Europe*. The project also aimed to provide conclusive evidence – both qualitative and quantitative – which would demonstrate that cultural heritage makes a key contribution to the Europe 2020. A European Strategy for Smart, Sustainable and Inclusive Growth (European Commission, 2010) at the time of its mid-term review.”

“The Cultural Heritage Counts for Europe project provides a *snapshot* in time of the currently available and accessible data within the EU member states on the wide-ranging impacts of Cultural Heritage on economy, society, culture and environment. The 10 key findings of this project present an inspirational and compelling story that confirms – if confirmation is needed – that Cultural Heritage counts for Europe.

The project findings underpin the policy direction the European Union has embarked on, demonstrating clearly the potential of **Cultural Heritage as a strategic resource for creating a more sustainable and a more prosperous Europe**. However, they also show that there are no grounds for complacency: the research base to ensure effective decision-making and policy development is still incomplete and in radical need for investment if the proclaimed goal of an integrated policy approach to cultural heritage is to be achieved. On the basis of the evidence gathered through the CHCfE project, the CHCfE Consortium presents the following 5 strategic recommendations:”

1. **Supporting Evidence based Policy Making**
2. **Measuring Impact**
3. **Monitoring Trends**
4. **Sharing and Disseminating Data**
5. **Maximising Impact**

3.5 EP AND NEW GOVERNANCE MODELS

The theme of participatory governance is a priority for the management of Heritage, in the light of the increasing importance of good governance and participation to European Member States for reaching the agreed social, cultural, economic, economic and development goals. Participation is a **fundamental goal and object of value** in and of itself.

PARTICIPATORY
APPROACH

That is evident from the fact that the right to participate in a society's decision-making processes has been accepted by the world community as a **fundamental human right**. Participation also has instrumental value because it can help achieve other primary goals. In particular, participation can help to deepen democracy, strengthen social capital, facilitate efficiency and sustained growth, and promote pro-poor initiatives, equity and social justice.

EUROPEAN
PARLIAMENT
RESOLUTION

The *European Parliament resolution of 8 September 2015 towards an integrated approach to Cultural Heritage for Europe (2014/2149(INI))*¹⁵ proposes new governance models based on a participatory approach. Here below an extract from the original text:

14. Welcomes the Council's initiative of drafting **guidelines for the new participatory governance models for the field of Cultural Heritage**, by promoting the 'shared resource' aspect and strengthening links between local, regional, national and European plans;
15. Asks 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);
16. Calls on the Commission and the Member States to initiate 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;
17. Encourages all stakeholders participating in the governance of cultural heritage to strike a **balance between sustainable conservation and development of the economic and social potential of Cultural Heritage**;
18. Highlights the fact that ERDF Cultural Heritage projects are a practical example of **multilevel governance** and of the **principle of subsidiarity** and represent an important element of ERDF spending; stresses the importance of cross-border cultural projects that contribute to **increasing economic and social cohesion and encourage inclusion**; calls in this context for measures to be

- taken to strengthen and expand support for funding through public private partnership agreements;
19. Stresses the need for new governance models to include a **system of quality control** in all alternative forms of funding and administration of cultural heritage;
 20. Urges the Member States to step up **controls over expenditure** of culture heritage-related components and to foster cooperation in fighting fraud, corruption and any other irregular activity encountered in this area;
 21. **Proposes that European legislative proposals should be complemented by an impact assessment regarding Cultural Heritage**, and that where the assessment reveals a negative impact cultural heritage should be excluded from the scope of the legislative proposal as an exception.

Fragmented governance without proper cooperation structures is a key barrier for sustainable Heritage management (HERICOAST, SWARE, CHRISTA), and requires the establishment of new participatory governance schemes. 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. New participatory and integrated models of heritage management amongst policy makers will be also explored.

INTERREG
EUROPE

3.6. HERITAGE AND SUSTAINABILITY

CULTURAL HERITAGE AND CREATIVE RESOURCES

« *Cultural heritage is more than historical monuments left behind from the past. It is all the things, places and practices that define who we are as individuals, as communities, as regions. The rich and diverse cultural heritage of central Europe is one of the key attractions for tourists visiting the area. That is why local heritage has become an important economic factor. In particular, remote regions, far from economic centres, rely on tourism-related services for employment. The sustainable use of cultural heritage is essential to ensure that central Europe will remain a popular destination to visit and to live in.* »¹⁶

*Christiane Breznik, City of Vienna,
Central Europe Managing Authority*

SUSTAINABLE DEVELOPMENT

Cultural Heritage has a decisive role to play in sustainable development. In many places across Europe, the contribution of Cultural Heritage to sustainable development has been crucial: particularly in the regeneration of cities and landscapes. Cities recycling buildings, using historic street-patterns and exploiting historic synergies have **improved quality of life and reduced carbon emissions**. In the countryside, more holistic management of the environment, bringing Cultural and Natural heritage together in single systems, has resulted in greater efficiencies and improved quality of life.

ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

The *Environmental Impact Assessment (EIA) Directive*¹⁷, adopted in 1985, applies to the assessment of the effects of certain public and private projects on the environment. The Directive refers, inter alia, to the need for a proper assessment of the effects of projects on cultural heritage.

DIRECTIVE (2014/52/EU)

On 16th April 2014, a *Directive (2014/52/EU)*¹⁸ was adopted, amending the EIA Directive and further strengthening the Cultural Heritage dimension in the Environmental Impact Assessment process. It provides that the environmental impact assessment shall identify, describe and assess the direct and indirect significant effects of a project on, inter alia, “material assets, cultural heritage and the landscape” [Art.3.1 (d)].

In the *Interreg Policy brief - Cultural heritage in urban areas: Sustaining heritage in cities and towns*,¹⁹ Cultural Heritage is seen as an opportunity to provide “a **cornerstone for regeneration activity and support achieving sustainable and inclusive growth.**” In fact, there are numerous examples of good practice in the use of cultural heritage as a catalyst for successful regeneration of urban areas. “Previous Interreg projects have contributed to these efforts by sharing experiences and drawing out factors for success. Recommendations from past experiences include:

- Working in partnership to ensure that heritage issues are given due consideration in local decision making processes.
- Involving the local community and other user groups to ensure that their views and needs are taken into account when developing policies.
- **Taking an integrated approach to urban planning which considers the preservation of both natural and cultural heritage alongside other considerations.**
- Recognising the importance of cultural heritage in creating identity and a sense of place, thereby generating benefits for the wider community.”

INTERREG -
POLICY BRIEF

The transnational *Interreg programme Central Europe* supports regional cooperation among central European countries in the programming period 2014-2020. This paper: *Citizen's Summary, Annex D*²⁰ summarises the official Interreg Central Europe cooperation programme, adopted by the European Commission on 16 December 2014, to provide a brief overview on the strategic orientation of the new programme.

The Interreg Central Europe Programme's overall objective is “to cooperate beyond borders in central Europe to make our cities and regions better places to live and work”. Put more precisely, transnational cooperation should become the catalyst for implementing **smart solutions that answer to regional challenges in the fields of innovation, low-carbon economy, environment, culture and transport.** The programme is building regional capacities following an integrated bottom-up approach involving and coordinating relevant actors from all governance levels. In doing so, it coordinates with other efforts in the regions including, amongst other, national and regional programmes supported by structural and investment funds, macroregional strategies, the Horizon 2020 programme or the European Investment Bank. Within four priority

INTERREG -
CITIZEN'S SUMMARY,
ANNEX D

axes specific actions are supported and various outputs obtained. One of the **priority axes** to work on is: **“Cooperating on natural and cultural resources for sustainable growth in Central Europe”**.

“This priority responds to the **need for protecting and sustainably using natural and Cultural Heritage and resources**, which are subject to increasing environmental and economic pressures as well as **usage conflicts**. Heritage and resources also constitute valuable assets of central European regions and represent important location factors benefitting **regional development**. Furthermore, the programme will focus on **improving the quality of the environment in functional urban areas**. To this aim, key challenges like land use conflicts, air, soil and water pollution or waste management will be addressed. Improvements will directly benefit the quality of life of urban residents.

The financial allocation to this priority is around EUR 89 million ERDF. Projects to be funded will have to tackle one of the **three specific objectives formulated under this priority:**”

1. **To improve integrated environmental management capacities for the protection and sustainable use of natural heritage and resources;**
2. **To improve capacities for the sustainable use of cultural heritage and resources;**
3. **To improve environmental management of functional urban areas to make them more liveable places.**

SOURCES CHAPTER 3

- ¹ http://portal.unesco.org/en/ev.php-URL_ID=48857&URL_DO=DO_TOPIC&URL_SECTION=201.html
- ² <https://www.coe.int/en/web/landscape>
- ³ <https://www.coe.int/en/web/conventions/search-on-treaties/-/conventions/treaty/199>
- ⁴ <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:12012E/TXT>
- ⁵ <http://ec.europa.eu/eu2020/pdf/COMPLET%20EN%20BARROSO%20%20%20007%20-%20Europe%202020%20-%20EN%20version.pdf>
- ⁶ http://ec.europa.eu/assets/eac/culture/library/publications/2014-heritage-communication_en.pdf
- ⁷ http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/educ/142705.pdf
- ⁸ <http://resources.riches-project.eu/wp-content/uploads/2015/10/EP-Resolution-08-09-2015.pdf>
- ⁹ <http://www.europeanheritagedays.com/Home.aspx>
- ¹⁰ https://ec.europa.eu/programmes/creative-europe/actions/heritage-prize_en
- ¹¹ https://ec.europa.eu/programmes/creative-europe/actions/heritage-label_en
- ¹² <http://europa.eu/cultural-heritage/>
- ¹³ http://openarchive.icomos.org/1693/1/Report_of_the_Horizon_2020_expert_group_on_cultural_heritage.pdf
- ¹⁴ <http://blogs.encatc.org/culturalheritagecountsforeurope/outcomes/>
- ¹⁵ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52015IP0293&from=EN>
- ¹⁶ <https://www.interreg-central.eu/Content.Node/discover/6-cultural-final.pdf>
- ¹⁷ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:31985L0337&from=EN>
- ¹⁸ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014L0052&from=EN>
- ¹⁹ http://www.interregeurope.eu/fileadmin/user_upload/plp_uploads/2017-03-02_TO6_Cult_heritage_in_urban_areas.pdf
- ²⁰ <https://www.interreg-central.eu/Content.Node/documents/Citizen-s-summary-published.pdf>

CHAPTER 4

CENTRAL EUROPE COUNTRIES AND LOCAL SYSTEM



In the management of HBA, the national/main governance system and the local governance system present similarities and differences. This Chapter highlights **the most relevant aspects of HBA management** and focuses on the application of **different preservation ideologies** in the Central Europe Countries.

4.1 HBA NATIONAL GOVERNANCE SYSTEM

There is a common structure in the national governance system that recurs in each Country.

Every Country presents a centralized system where the competence for Heritage protection belongs to **Central or Federal Government**. The administrations are always supported by **specialised technical bodies**, with regional offices that handle a range of technical, scientific and management tasks.

Among the **main functions** executed: data management, the recognition of levels of protection, and the management of the authorisation and control system.

4.2 HERITAGE PRESERVATION IDEOLOGIES ANALYSIS

The term ***Preservation*** is a **multi-disciplinary practise** involving many subjects: the environment, art and architecture, and archaeology. This paragraph synthetizes and highlights **different preservation approaches** in use in Central Europe Countries. By analysing them, we arrive to a general **overview** according to various factors such as: authenticity, integrity, selectivity, authenticity, sustainability etc.



Picture 1 - Bratislava, Slovakia

The Stylistic approach aims to **preserve and return the “original” status**, in particular from an **aesthetic point of view**. This type of preservation wants to recreate the historical atmosphere, keeping the historical building or the HBA in as close to its condition as possible, for as long as possible. The idea of stylistic restoration is the continuation of the original style. The stylistic approach intended to rediscover and display the original “text”. The main aim is for purely aesthetic reasons. **Slovakia** is a best practice in the implementation of the aesthetic conservation movement.

STYLISTIC APPROACH

Picture 2 - Kunsthaus Graz Art Museum, Austria

TRANSFORMATIVE APPROACH

The Transformative approach is based on the Heritage recovery to functions and usage, by mixing the original features and **contemporary design**. The main focus is on **contemporary use**.

The renovation of historical buildings is increasingly in focus of European wide research and implementation projects. Preserve the buildings as they are, taken literally, cannot permit an ultimate functionality.

The key to a successful transformative reuse is to have a complete and holistic understanding of the heritage building. However, the 21st century, according to this peculiar approach, should include **modern technology in a careful manner**. In times of increasing price level for energy and environmental damages, the renovation of the historical built Heritage is as important as the renovation of other buildings. This means that these buildings will change but can be maintained for the next generations.

Austria is a best practice in the implementation of the transformative preservation.



Picture 3 - Mantova, Italy

Conservation aims to preserve the Heritage as it is, including the historical evolution and all the historical layers. Conservation means to preserve the material consistency of the buildings through new actions, and the architectural conservation defines the process to preserve the historical and material integrity of the built Heritage through interventions carefully planned. All parts of a building must be respected, even those added during its history. If the restoration implies to add a new part in a building, this must be differentiated by materials and characters, but without altering the overall appearance of the monument. In fact, the focus of the conservative approach is also on the materials and the historical evolution of Heritage. The purpose of the restoration is to safeguard the integrity of the building and to plan the maintenance actions that retain the efficiency of the building itself.

Italy is a best practice in the implementation of the conservative approach. As mentioned above, this kind of preservation shows the gap between conservation and enhancement, between integration and completion, between conservation and structural or energy improvement, between conservation and transformation as well.

CONSERVATION

Picture 4 - Emilia Romagna, Italy

RECONSTRUCTION

The reconstruction is an urgency approach carried out after **major damages** caused by human or natural factors such as climate change, severe weather events or sudden ecological-geological events.

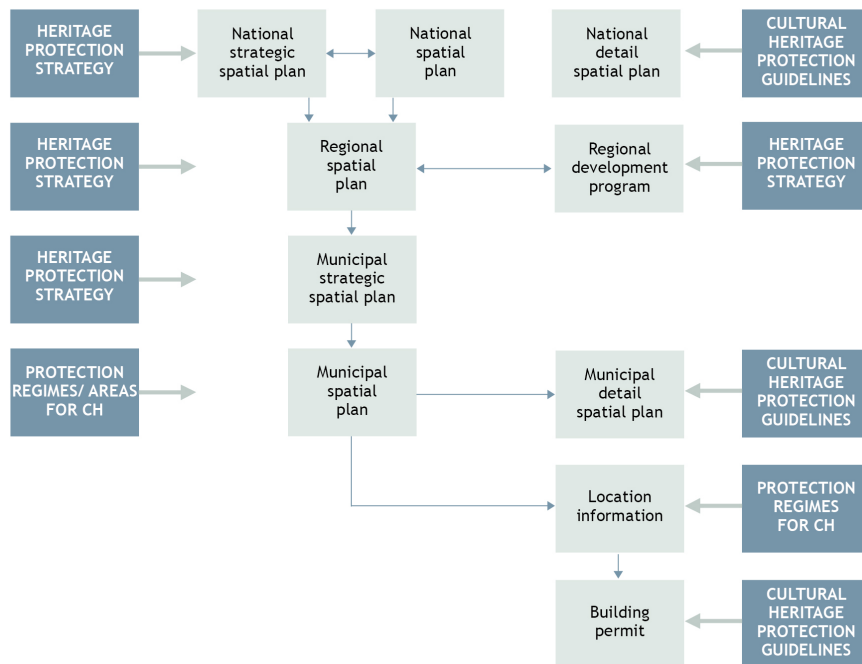
It focuses on the **restitution of identity** to the historical built Heritage characterized by widespread or catastrophic damages, with possible risks for the overall stability of structural elements. In this case, **emergency interventions** must be carried out as soon as possible by the competent authorities taking into consideration the risk of accidents repeating.

An example of the implementation of reconstruction concerns the powerful earthquake that hit the region of **Emilia Romagna**, in the north of **Italy**, followed by numerous aftershocks, on May and June 2012. This caused several casualties and considerable damage to several important historic buildings, some of which unfortunately collapsed.¹

4.3 LOCAL GOVERNANCE

As well as the HBA national governance system, the local one presents common aspects too. A structured **interrelation between urban planning** (national or local strategic spatial plans) and **Cultural Heritage preservation** establishes the local governance system common approach. **Spatial planning tools** - regulatory plans, masterplans, etc.- are always supported by **managements plans** - UNESCO managements plans, urban strategic plans, etc. Every HBA local governance system is based on the integration of cultural Heritage and spatial planning. Heritage protection must be taken into consideration in preparation of all spatial plans that should include Heritage protection measures.

Hereunder the territorial and urban planning main framework of **Slovenia** is a best practice in the integration of planning and conservation.



SOURCES CHAPTER 4

- ¹ <https://whc.unesco.org/en/soc/3495/>

PICTURES CHAPTER 4

- ¹ welcometobratislava.eu
- ² museu.ms
- ³ www.youtube.com/user/restauromantova
- ⁴ www.pubblicasassomarconi.it

CHAPTER 5

CENTRAL EUROPE CHALLENGES



This document summarizes the various steps of a shared reflection on HBAs. The analysis of Cultural Heritage characteristics, the definition of HBA, the regulatory framework and the different ways to preserve the historical city centres are the key matter useful to identify what kind of challenges the governance and management of HBAs must face to aim a sustainable enhancement and historical preservation.

This Chapter proceeds step by step. It starts with a general overview formulated by the European Parliaments about cultural Heritage and moves forward the identification of eight challenges that Central Europe needs to face.

5.1 EP POINT OF VIEW

Cultural Heritage is the silent witness to our centuries' long history, creativity and struggles. It is **one of the pillars of European culture** and our common legacy for the future generations. Therefore, any public policy in the field of cultural Heritage should consider two perspectives: that cultural Heritage can be a significant source of jobs and revenues, which are crucial points to be considered in the present economic context, and that the main value of cultural heritage remains its cultural value. An ideal integrated strategy for cultural heritage should take into account both sides of this same coin and combine the need for immediate growth and jobs with the understanding that cultural heritage is a long-term resource that needs a sustainable development plan.

The European Parliament whereas culture and cultural heritage are heterogeneous shared resources and are common goods takes into consideration different aspects such as: the integrated approach, the European funding for cultural heritage, new governance models, the economic and strategic potential of cultural Heritage and opportunities and challenges.

ECONOMIC AND STRATEGIC POTENTIAL OF CULTURAL HERITAGE

The EP invites the Member States to strategically plan cultural heritage-related projects that can lead to overall regional and local development, international and interregional cooperation programmes, the creation of new jobs, sustainable rural and urban regeneration, and the preservation

and promotion of traditional skills related to cultural heritage restoration.

The EP draws attention to the environmental threats affecting an important number of heritage sites within the EU, and urges that the consequences of climate change and human pressure should be taken into account by Member States in their long-term funding strategies for heritage preservation and restoration methods; recommends, in addition, that the Member States and the EU should promote research to a greater extent in this area, inter alia in order to investigate the multiple effects of climate change on cultural heritage in greater detail and to develop counter-measures.

OPPORTUNITIES AND CHALLENGES

5.2 CENTRAL EUROPE CHALLENGES

To identify the challenges that CE must face in the sustainable governance and management of HBAs, the project partners have first realized a common analysis of the strengths, weaknesses, opportunities and treats of HBAs. It was not a linear work because each Country has a specific and peculiar approach and is characterized by different preservation approaches that depends on local culture and history. An overall view is summarized - by key points - in the following SWOT analysis.

STRENGTHS	STRENGTHS
Legal framework	Financial value of heritage Private owners left alone Lack of maintenance Data management (for some countries) Lack of capacities Slow decision making Local governance lack of coherence Complex governance levels
OPPORTUNITIES	TREATS
EU Strategy Area strategy Preservation and development Clear definition (rules) of the game -state + local authorities Communication owners // offices to be improved	Administrative practice is not flexible Politics - lobby - decision making

Alongside these considerations, Central Europe partners start to give thought to the main challenges to improve the governance and management of HBAs. They are the following:

LEGISLATION

The focus on HBA can be improved within the national legislations.

There is significant legislation about Heritage protection and valorisation in Central Europe that nevertheless can be improved. The legal framework proposes common format -with some differences- based on an integrated approach connecting urban planning and Heritage protection. The HBA concept assumes a peculiar undertone in the various legislative frameworks.

URBAN PLANNING STRATEGY

Each Country develops specific urban and strategic plans.

The main challenges that spatial planning must face, first should include the improvement of interdisciplinarity. Since its foundation, at the beginning of the 20th Century, urban planning has been claiming the assets of **multidisciplinarity and interdisciplinarity**. It is particularly concerned with transgressing disciplinary boundaries. However, multidisciplinarity may be improved and better organized itself. In addition, spatial planning 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 urban and strategic plans is the greatest difficulty because of the **lack of financial resources**.

CITIZENS

Using **participatory approaches** in Heritage protection activities means involving stakeholders, citizens, business, schools, universities and civil society organizations in specific aspects of the management process.

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

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 what it is that those people are involved in and how. For each step of HBA protection, an appropriate and context-specific participatory approach can be developed.

This kind of approach - based on the principle of subsidiarity - **can become a best practice in the management of HBA protection and spatial planning**, taking into that:

- participatory approaches are not about a single method but about a way of undertaking Heritage protection that is meaningful to different stakeholders;
- many opportunities exist to use participatory approaches, so it is important to systematically think 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.

We see, more and more often, an inadequate involvement of professionals, businesses and private enterprises in the decision-making process of HBAs. These urban actors are often not considered as an ally while they can produce a wide range of goods and services and provide technical competences. In both the public and private sectors, the goal of increasing participation can be considered a means to enhance the wisdom and effectiveness of the governance strategy in the sustainable enhancement of HBAs' policies, and to secure the support of multiple key actors with specific and complementary competences.

PRIVATE SECTOR
FOR-PROFIT

In the management HBA, the administrations need to be supported by specialised technical bodies, with domain expertise and specialist knowledge. **The professionals and technical expertise is 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, one of the goals aimed by Central Europe Countries is the improvement of technical and specialist capacities within local authorities towards the adoption of an **integrated, participative and interdisciplinary approach**.

SPECIALIZED
TECHNICAL
BODIES

Process and procedures to obtain authorisations are long and complex. In fact, they determine a **heavy bureaucratic mechanism to trigger** that

INTERNAL
COLLABORATION

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 through a **sharing and ongoing collaboration**.

The proposed action must be built on the ongoing collaboration between the different parts and the shared dialog of information and competences.

SUSTAINABLE TECHNOLOGY

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.

In some Central Europe Countries, historical buildings are being adapted for **reuse**; Austria is a best practice in this field. 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 building but not for old one.

Creating appropriate instruments for a building energy-sustainable toolkit is the Central Europe's resolution to encourage conscious and aware upgrades and retrofits.

SUSTAINABLE TOURISM

The most often-quoted definition of sustainable development is a development that "meets the needs of the present without compromising the ability of future generations to meet their own needs". **Cultural and sustainable tourism** as well as the **use and accessibility** of HBA play a **major part in conserving and realising the value of our 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 for cultural tourism. It is also important to remember that not all cultural tourists are the same and they will have 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 add further dimensions and strategies.

BhENEFIT