

GUIDELINES FOR THE IMPLEMENTATION OF THE STRATEGY AT THE LOCAL LEVEL

Idrija, October, 2018

1. FOREWORD

1.1. Idrija - heritage for tomorrow.

Idrija is well aware of the richness of its history and heritage that it is its logical consequence. With the inscription of Idrija's heritage on the UNESCO list its importance was wordly recognized. The descusion about the meaning of the heritage and importance of it's managemet was in the center all along through the application phase. Nonthless, in practice we face even new challenges, since heritage management is an extremely complex process facing political and economical topics as well as cultural ones being crushed inbetween preservation and development. Therefore, we welcome this document, since it offers a dierect incentive for a new revision and upgrade of our already existing work on the field.

Bojan Sever
The Mayor of the City of Idrija

1.2. Local Guidelines: what they are and what they are useful for

This document is an operative manual regarding the design, sustainable enhancement and conservation of the Historical Built Areas (hereinafter HBAs). The guidelines directly derive from a shared strategy developped in Central Europe within the BhENEFIT project. They are an instrument that integrates and supports the already developed local spatial and urban plans. The main objective is the sustainable development of HBAs based on holistic, multidisciplinary and participated approach in the governance and management process of the HBAs.

Each project partner has identified peculiar territorial characteristics and has elaborated this site-specific document strongly rooted in the territory it belongs to.

The contents of the local guidelines are:

- general objectives;
- planning recommendations for new projects concerning the HBAs;
- stakeholders' involvemnet, times and methods of participation;
- decision-making mechanisms and characteristics of the participatory and multidisciplinary approach.

2. Chapter 1: VISION and MISSION of the HBA

1.1 Vision (*The idea: it represents what an HBA intends to become*)

The idea is, to keep the Idrija's HBA authenticity and to search for balance between the historical authenticity and demands of modern living and needs. This means Municipality of Idrija will strive for solutions which will build on usability, attractiveness for use, environmental sustainability and authenticity of build heritage.

1.2 Mission (*A guide to realize the idea, it focuses on the present and clearly describes what to do and which tools to use to achieve the objectives*)

The vision will be reached through several steps.

First step: addressing the buildings with already implemented maintenance work and adaptations for new use - learning from the past. An analysis which will show how successful were implemented projects and what and where were the major deficiencies. Several technical parameters should be considered - from statics and energy performance to usability and attractiveness for predicted use.

Second step: addressing buildings in need of maintenance work and/or revival of the use. Analysis of existing historical buildings owned by Municipality of Idrija will be carried out by professionals to determine the existing state of historical buildings in need of maintenance or use revival. Several technical parameters should be considered - from statics and energy performance to usability and attractiveness for predicted use.

Third step: addressing the improvements of existing situation. An action plan will be developed for improvement and further development of the needed. This step predicts involvement of key stakeholders and creation of decision board on projects related to historical buildings created from public administrators to external professional experts.

3. Chapter 2: PARTICIPATORY APPROACH

(Identification of the different city players to be involved. For each category, definition of timing and tools to permit a wide and effective participation in the governance or management process)

2.1 The participatory approach in general terms

The participation of stakeholders in governance and management process is crucial. Through the process of governance system analysis (referring to LSG work), several deficiencies were revealed. First of all, there is a **need of building a coherent and decisional system** and secondly to **well-manage project's undertaking** concerning build heritage and historical build areas.

According to the Shred Strategy of CE region the framework of Cultural Heritage today is perceived far more broadly than by previous generations. In the past the governance and management system were rooted in the physical appearance of monuments, material conditions, and a traditional understanding of Heritage preservation as 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 a **multiple function in the life of the community** and to **integrate the protection of that heritage into comprehensive planning programs**.

Nowadays we can talk about integrated approach in the governance and management of Cultural Heritage. It is a **multidisciplinary and dynamic process, democratic governance, economic assets and innovation**. In its contemporary meaning, Central Europe Heritage preservation and valorisation also include: **tourism and the economic development and engagement, accessibility, urban planning**.

Local policies, strategies and urban management plans more frequently recognize heritage as a principal asset and try to connect heritage preservation to cultural, social and 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. Culture heritage is considered a **key resource** in the ever-growing sustainable development, especially with regard to **local resources**. It can yield considerable benefits in three main sectors: **economy, environment and society**. (summarized by Shared Strategy for an Integrated Governance System of Historical Build Areas Within the Central Europe Region, Bhenefit project, p.23,24)

Addressing all the objectives above, two main aspects should be considered.

First - improving the decisional system - governance process

Municipality of Idrija needs to think in broader sense and readjust the objectives of historic buildings and area renovation in the framework of three main focuses. The primary focus should be on **education of public officers in Municipality**, and second **establishment of professional board** covering environmental, social, technical and economic field. A third focus should be on **internal collaboration** of public officers which would encourage and reassure the integrative approach and collaboration of different sectors.

Secondly - well-managed project's undertaking - management

First of all, each projects or action should comply with **careful analysis** of existing situation and the most feasible and wished outcomes. These should correspond with the vision of the city centre revival, market needs, owners' benefits, innovation and preservation. Secondly each project should involve **competent professionals** from the fields and encourage innovative solutions combining social, economic and

environmental aspects. Therefore, first a **good market and program analysis** should be carried out when building a project **design brief**, secondly, after development of construction plan a **detailed Feasibility study** should be done addressing the most viable financing (invest program), social impact and environmental standards in short - the management of the balance in-between all involved and exposed aspects (sociology, economy, technical and environment).

2.2 Stakeholders' involvement

As stated in the Strategy, **stakeholder involvement should be goal oriented** and should refer to participation of interest groups. Stakeholders can be defined as any group of individuals who can affect or is affected by the management of HBAs. In general terms, four main stakeholder groups can be distinguished - stakeholders who:

- directly benefit (beneficiaries);
- are negatively affected (burden);
- directly impact on HBAs ecosystem (services) - land owner, resource manager, etc;
- indirectly influence on HBAs' ecosystem (services) - decision maker, civil society organization etc.

We can also divide **stakeholders by law**: the institutional stakeholders that needs to be involved at the beginning of the decision-making process;

Additional stakeholders: important to be involved in the decision-making process at different times with different modalities.

In addition, the Strategy states that the keywords to establish collaborative relationship that we can consider is: *trust, tailor-making and transparency*.

Trust: 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 is **not to achieve 100 percent agreement but rather to have stakeholders understand the basis for a decision and thus have grater trust in decisions appropriateness**.

Tailor-making: the first step to an effective stakeholder involvement process are the development of an appropriate approach and a plan for implementing strategy. The local administration must play the **role of moderator** able to **facilitate the dialog** between the different types of stakeholders. The need to speak the same language is the base of creation of tailor-made dialog that does not reason with general but with specific issues. A clear **assignment of responsibilities and roles** for stakeholders' involvement is fundamental - also to include expectations of what decisions are required, how can stakeholders influence them, and if not, why not.

Transparency: Openness and transparency are the opposites of the *decide, announce, defend* communication model of the past. This technique has been replaced by new principles as *engage, interact, cooperate*. This collaborative and inclusive cycle should ensure that **all parties communicate their activities clearly and concisely**, thereby avoid accusations of secrecy and obfuscation and helping to develop and helping to develop and maintain trust. Clear stakeholders' involvement should be considered as a strategic activity not as an afterthought. (summarized by Shared Strategy for an Integrated Governance System of Historical Build Areas Within the Central Europe Region, Bhenefit project, p.49,50)

2.2.1 Stakeholders by law (Who are they? When is their involvement expected? How will they be involved?)

Stakeholders by law are all institutions who manage or deal with build heritage. The system as it is right now works on legal obligatory involvement and collaboration of the local authority and *Institute for the Protection of Cultural Heritage of Slovenia* and some other institutions such as: CUDHg Idrija and City

museum. However, this shows as insufficient to reach the goals of today's management demands: *multidisciplinary and dynamic process, democratic governance, economic assets and innovation*. That's why the existing system should be upgraded to equal participation of economic, social and environmental assets by involving professionals from the fields, at the very beginning of every project and actions in a very creative and out-of-the-box thinking, which would allow to approach the actions and projects in a holistic and balanced way. In these guidelines we suggest that local authority builds a **board of professionals** who could represent the missing aspects in decisional process as well as in managerial plan. Their involvement is crucial **at the very beginning of projects**, but also **during the projects** itself, when major dilemmas on decision making or management demands are faced.

2.2.2 Additional stakeholders (Who are they? When is their involvement expected? How will they be involved?)

The additional stakeholders are, on the one hand, those who deal with heritage in indirect way (ICRA, Public utilities-Komunala and CID) and those who could be the **beneficiaries** of the building revival or renewal. The beneficiaries should be discovered by economic and social analysis and should be included to present their needs and demands for spatial and infrastructural assets of the buildings. On the other hand, stakeholders which should be addressed as well are also those who could potentially be burdened by the projects undertaking. These are mainly the private owners which would be burdened by financial inputs or by other risks or uncertainties. To minimize such risks and uncertainties an initial and detailed research of market and broader economic aspects, program and social aspects should be carried out.

2.2.3 Citizens (When is their involvement expected? How will they be involved?)

Depends on a project. When we deal with build heritage that has sort of a "landmark" position in people's minds, citizens involvement is very important. Especially when some major changes are envisaged in terms of a program or building appearance. In such cases people **should be invited when a draft proposal for modifications is set**, so that they can share their views in terms of a social context and meaning, become familiar with the proposal and are able to express their views and thoughts on it.

2.3 Internal collaboration (*inside the local authorities*)

Multidisciplinary and dynamic process, democratic governance, economic assets and innovation, could be successfully reached only through the well-managed internal collaboration of local administrators. In doing so the local authority should be the core coordinator, the pillar and an engine of the new approach implementation. That's why the professional board, mentioned above, should have support in internal coordinated group of local administrators, which would and could contribute the general overview of objectives, visions and current situations on different departments of local authority (economy, sociology, environment and special development, investment, etc).

Of course, this would be a process, starting with additional education of public officers, team building activities and building an action plan, which would be constructed in parallel to the knowledge and competence upgrading. After that a board of professionals (including the representor of *Institute for the Protection of Cultural Heritage of Slovenia*) could be established and introduced to coordinated group of local administrators.

4. Chapter 3: POOLING AND OPTIMIZING RESOURCES, TRADE-OFF MECHANISM

3.1 The general framework and the methodology

- How can the legal framework be improved with a focus on HBAs?

The key thing that is missing for successful implementation of legal framework is a clear division of responsibilities, duties and expectations among local and national institutions concerned with historical buildings and areas - this means the focus should be on building a complementary understanding and instruments for the management of HBA. Also, there is a need of introducing a right approach for connecting the usability, technical solution, preservation and market value of investments.

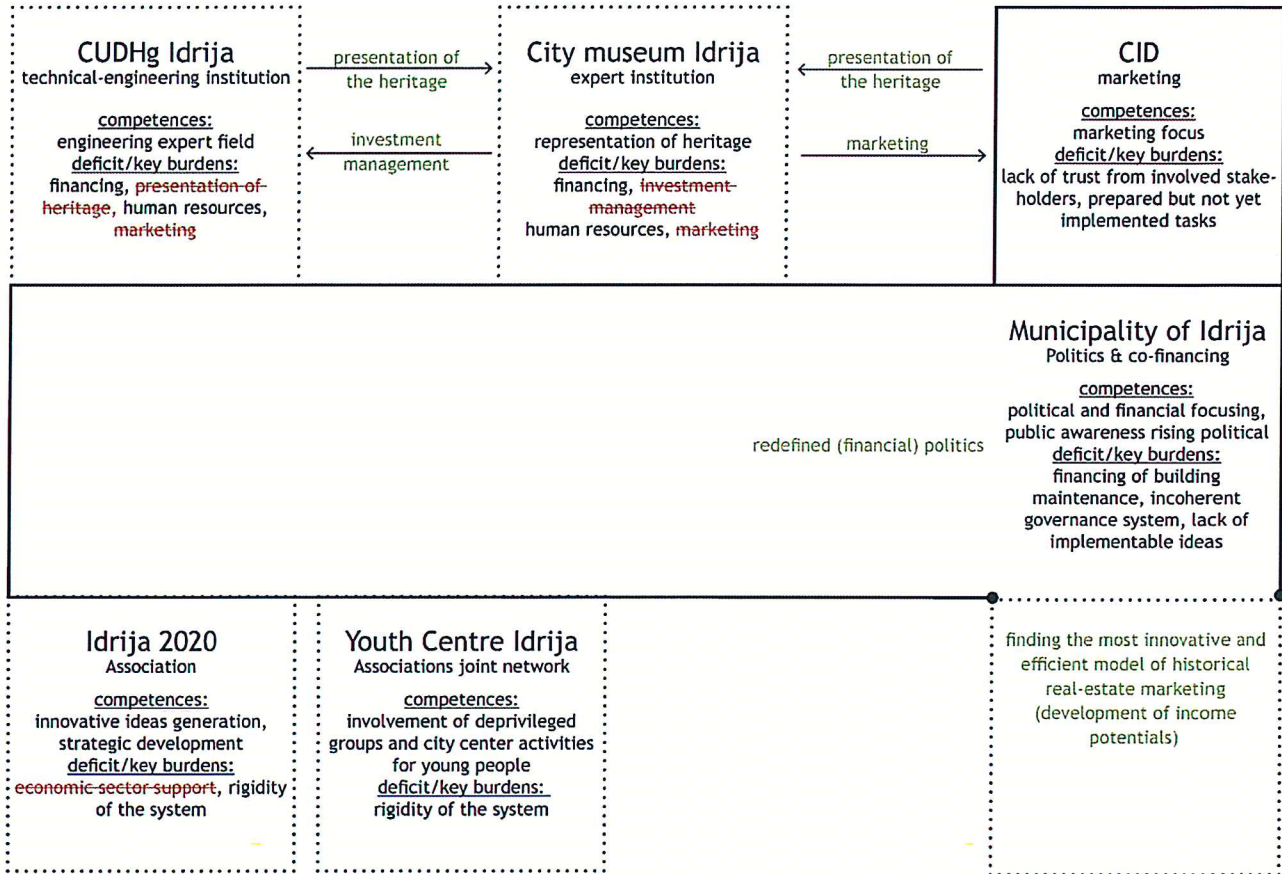


Diagram 1: problems detected and solutions offered during the individual work with different stakeholders. If the line is continuous Municipality is majority financier if it's dotted the Municipality is minority financier. The monogram shows that the key problem is in undefined and overlapping responsibilities in-between involved stakeholders, which causes inefficient management and decision making.

- How can the interdisciplinarity between the urban and strategic planning be improved?
As mentioned a key thing would be establishment of a sound decisional board, composed of coordinated group of public officers (encouraging internal collaboration of municipality departments) and professional board to engage a critical contribution of innovation in social, environment, technical and economy aspects. All this should directly mirror on strategic and urban planning and be enriched with additional involvement of key stakeholders.

3.2 Mapping of the local resources (e.g. Specialized technical bodies, etc.)

- Which are the main groups of city players to be involved?

When thinking about local resources different groups of stakeholders from different sectors should be taken into consideration.

- national authority: CUDHg Idrija and Institute for the protection of Cultural Heritage of Slovenia
- local authority: Municipality of Idrija
- specialized technical bodies: City museum of Idrija, Centre for Idrija’s heritage (CID), Komunala Idrija
- general public bodies: Idrija-Cerkno Development Agency (ICRA)

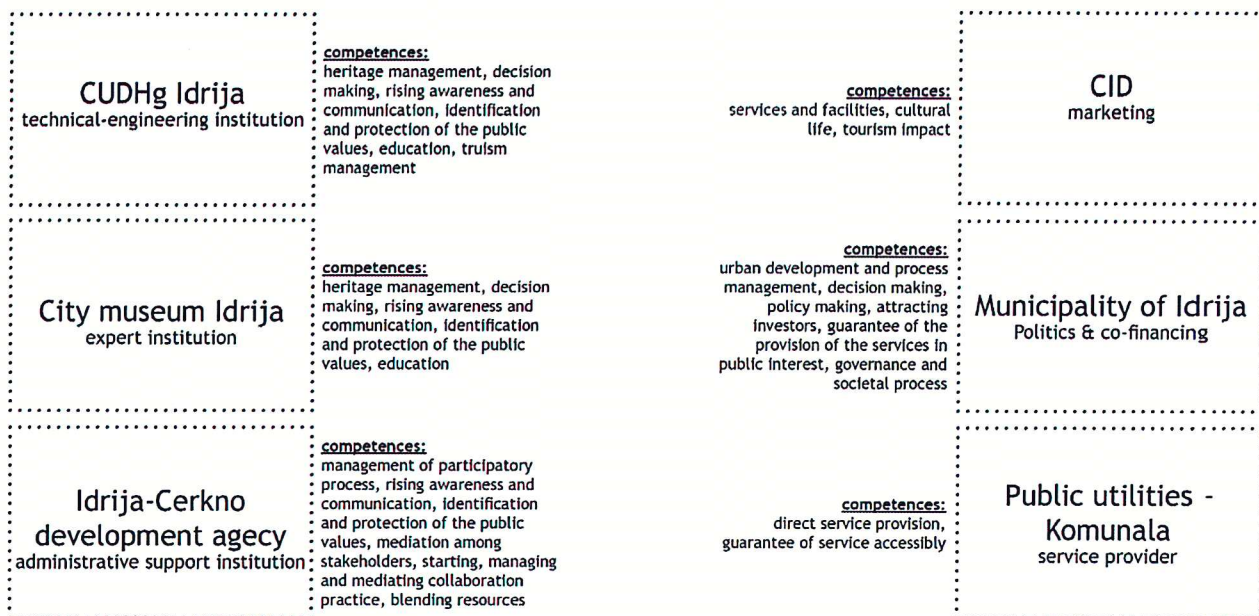


Diagram 2: competences

Which competences can be shared?

All of the existing competences can be shared but the competences which should be shared (key competences) are **mediation among stakeholders, identification and protection of public values, decision making, rising awareness and communication.**

3.3 Description of the trade-off mechanism

According the Strategy definition a trade-off mechanism is a process that aims to make the right and proper decision through a stable and consistent confront, exchange and dialogue structured over time between the different city players, considering all the possible options and solutions and evaluation positive and critical aspect of each choice.

The key competences, mentions above should be shared through the system of internal and external cooperation. Internal cooperation deals with the cooperation system within decisional board, while external one deals with involvement of stakeholders. Such structure should give support for more competent and coherent decision making (see the chronogram below).

Competent and coherent decision making should be finally rendered in the balanced, efficient, sustainable and feasible management plan. Management plan refers to projects undertaking as well as management of the buildings during the life-cycle of the buildings.

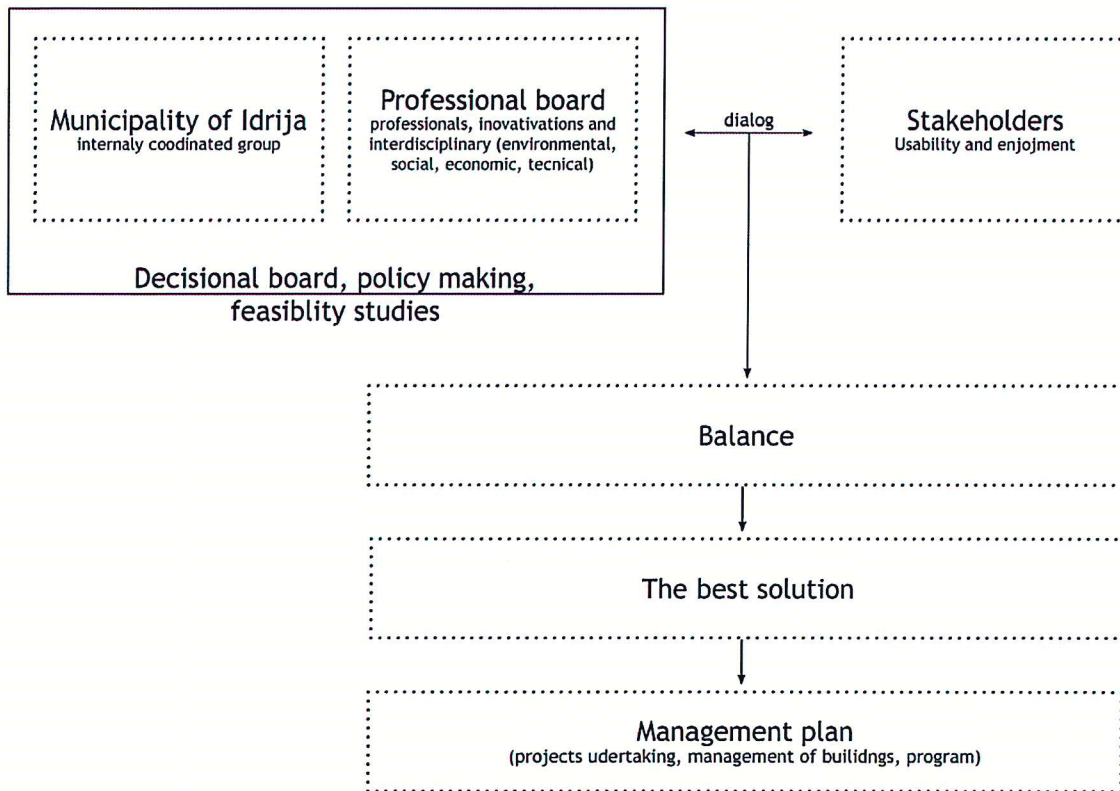


Diagram 3: trade-off mechanism

5. Chapter 4: MONITORING AND RESULTS

Monitoring of results should be carried out on two levels and should address several questions, referring to the system improvements.

Decision making:

Who should implement monitoring: decisional board (internally coordinated Municipality group and professional board).

What should be monitored: work efficiency in decisional board. The question the board should answer are: is work successful in terms of internal collaboration, are different fields represented in balanced way (social, economic, environmental, technical), are ideas and suggestions successfully presented to stakeholders and does their involvement upgrade the decision and the process itself?

Project implementation - management:

Who should implement monitoring: decisional board (internally coordinated Municipality group and professional board).

What should be monitored: is the quality of decisions taken rendered in the projects undertaking or building management during it's life-cycle? Has the projects management been improved? Why yes/no, how?

An assessment of for decision making should be implemented on the end of each decisional process, an assessment of project implementation process should be implemented during and on the end of a project.

It is also to be noted that management plans should be able to make historical building lively and plan a long-term use over time. The maintenance of the use and activities **cannot only depend on the public administration only but must be a common (and principal) responsibility also of private owners and investors** involved in decision making. A management plan should therefore offer a shared vision.


MESTNI MUZEJ IDRJA
MUZEJ ZA IDRIJSKO IN CERKLJANSKO