

GUIDELINES

Karlovac, October, 2018

Foreword

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 developed 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' involvement, times and methods of participation;
- decision-making mechanisms and characteristics of the participatory and multidisciplinary approach.

A. GOVERNANCE AND MANAGEMENT GUIDELINES - INDEX

A.1. FOREWORD

Institutional foreword

HBAs' guidelines are the principles and practices that encourage and improve a more efficient and sustainable governance of HBAs, by enhancing the participatory approach and collaboration mechanisms of all the stakeholders in order to see HBA as crucial component of local development policies.

These guidelines provide a direction on how to interpret and apply a strategy for a sustainable enhancement of HBAs, in this case - of a historic centre of Karlovac - Zvijezda. Guidelines should be consulted throughout the decision-making process, restoration and conservation. They provide sound and practical guidance to all stakeholders who will benefit from them and should contain the Dos and Don'ts for protection and sustainability of the irreplaceable heritage. Guidelines are not meant to give some case-specific advice or address exceptions or rare examples.

A.2. Chapter 1: VISION and MISSION of the HBA

1.1 Vision

Zvijezda is an important cultural heritage of Karlovac and the irreplaceable element of its identity that needs to be preserved, restored and used for general socio-economical development in order to create a living HBA, i.e. "Stella Vitalis". Zvijezda intends to become a cultural, touristic and educational centre of Karlovac.

1.2 Mission

In order to realize the vision it respects the principle of a balanced development. Therefore, it is necessary to take innovative and decisive activities to reverse the trends of a long-term deterioration. It focuses on three pillars of sustainable development in the HBA Zvijezda: space, society and economy. The goals are:

- to enhance its identity and atmosphere by partial reconstruction of fortification elements (ramparts and moats) the Urban Plan for the HBA Zvijezda;

- to enhance its identity and atmosphere by reconstruction and renovation of buildings, public spaces, utilities, communal, traffic and other infrastructure in accordance with the Urban Plan for the HBA Zvijezda;
- to stop and reverse the depopulation trend by improving the quality of living, availability and quality of public and commercial services, socially useful contents and public events;
- to increase transparency and visibility of the process of revitalization;
- to strengthen public-civil-private models of dialogue and governance;
- to intensify entrepreneurial activities;
- to develop and enrich tourist offer;
- to encourage cultural, scientific and educational production, as well as cooperation of the economy with educational and cultural activities.

The activities and the projects selected by the participation of all the stakeholders, based on the widest social support and taking care of optimizing resources, should comply with the aforementioned goals, emphasizing the projects that have the greatest potential for positive changes.

A.3. Chapter 2: PARTICIPATORY APPROACH

2.1 The participatory approach in general terms

The future of the HBA Zvijezda does not depend just upon a heritage-based vision, but also upon its use and well-managed transformation, with the establishment of strong partnerships between inhabitants, civil society, local economy and public authorities.

The term *participatory approach* covers a wide range of different types of participation, which differ in terms of what is understood by ‘participation’, whose participation is wanted, in what and how. It is not a single method but a process of undertaking that is meaningful to different stakeholders. To define it - the participatory approach is an innovative sustainable approach that demands both knowledge of cultural heritage, and knowledge of the relevance of cultural heritage in a society and of the relations between people and cultural heritage. It strengthens the relationship between different stakeholders (cultural heritage institutions, professionals, and everyone interested or engaged in cultural heritage - civil society, the public, owners, caretakers, businesses, etc.) in order to reach a common understanding of the objectives of the HBA. Moreover, the participatory approach can help to deepen democracy, strengthen social capital, facilitate efficiency and sustained growth, and promote pro-poor initiatives, equity and social justice.

To reach the best possible benefit, the identification and integration on a wider, more inclusive basis of all stakeholders is essential; i.e. by creating a functional coordination

network of all responsible stakeholders (administration, academic community, business sector and civil society). The emphasis should be put on community engagement. However, one has to bear in mind that the capacity of local stakeholders to engage and make contributions are often limited.

Following the enactment of *Zvijezda Management Plan 2018-2028* the City of Karlovac created the Department of Culture and Cultural Heritage that should ensure good communication, collaboration and exchange of information between all stakeholders.

2.2 Stakeholders' involvement

Stakeholders are any group or individual who has an interest in, can affect or is affected by the management of Zvijezda. Stakeholders' involvement refers to participation of interest groups (i.e. representatives of professionals, national or local government authorities, politicians, civil society organizations, businesses, property owners, citizens) in the planning and decision-making process of Zvijezda and must be goal-oriented.

All stakeholders may not have the same goals. In order to establish a wide and effective collaborative relationship it is important to identify areas of convergence and areas of divergence between them and to enable them to make known their views and to work together leading a tailor-made dialog with a clearly and concisely assigned and communicated responsibilities, roles and activities.

A first step in considering how to include stakeholders in programmatic activities, ensuring adequate consultation, communication and transparency and to interact with them can be the preparation of a stakeholder map or matrix which might assess:

- the likely impact on the stakeholders,
- the issues that they will have an interest in,
- their likely position,
- their ability to influence the plan,
- their potential impact on the plan,
- potential mitigating actions.

Stakeholder management should be an ongoing process and the stakeholder map and management plan may need to be updated throughout the life of the plan.

Their involvement is not a formality to be carried out with a simple letter or a generic call, but should. Stakeholders involvement requires careful organisation, and a clearly understood mandate.

During the process of creating *Zvijezda Management Plan 2018-2028* stakeholders involvement was carried out through direct counselling, surveys, interviews, meetings and workshops.

2.2.1 Stakeholders by law

Stakeholders by law are the institutional stakeholders, those who participate in decision-making, assessment, planning, implementation and evaluation processes. They are an essential element and their involvement is a fundamental step and not only a formality to be carried out with a simple letter or a generic call.

However, there is no standard for implementing stakeholders' participation, but several approaches, regardless of their pros and cons, can be used singly or in combination to foster it. These approaches may include: public hearings/forums, citizen advisory committees and task forces, surveys and questionnaires, focus and deliberation groups, open-days, meetings and workshops, websites, printed materials etc.

Although *Zvijezda Management Plan 2018-2028* recognized stakeholders by law as different government institutions for the protection and preservation of heritage and its restoration, as well as ministries of the Republic of Croatia, as partners/investors, such as the Ministry of Culture, Directorate for the Protection of Cultural Heritage - Conservation Department in Karlovac, the Ministry of Economy, Entrepreneurship and Crafts, the Ministry of Science and Education, the Ministry of Regional Development and EU Funds, Karlovac County and its departments and agencies, there should be added the Ministry of Construction and Physical Planning, Directorate for Physical Planning, Legal Affairs and EU Programmes and the Croatian Institute for Spatial Development.

2.2.2 Additional stakeholders

Additional stakeholders is a very broad category. These are the stakeholders who directly impact HBAs ecosystem as land and property owners (state-owned, county-owned, municipally-owned, privately-owned) as well as the users of the HBA. They traditionally play significant role in the HBA, not only as proprietors, but as clients, undertakers, engaged in renovation, promotion, representation or exploitation of cultural heritage. They encompass public institutions in the field of culture and NGO's, which in the framework of their activities, carry out tasks related to preservation, renovation, and protection of cultural heritage as well as the scientific and educational institutions, religious institutions, City district, tourist boards, networks of tourism operators, tourists, professional and economic associations, creative and cultural industries, entrepreneurs and investors. The investors, having particular financial interests in the restoration and re-use of historic buildings, can become the catalysts of urban regeneration in the HBA. They are considered direct beneficiaries and should be called for ideas through meetings and workshops, and should take part in the monitoring phase.

According to a participatory approach, additional stakeholders should not just be those who contribute with experience, knowledge and skills or benefit economically, socio-

culturally and psychologically from the urban regeneration of the HBA Zvijezda, but should be involved from the early stages into assessment, planning, decision-making, implementation and evaluation processes.

The local administration must make them an active part in the enhancement of the HBAs and manage a productive dialogue and look upon them as partners in order to avoid conflict with other categories of stakeholders.

Different approaches should be used (public hearings/forums, citizen advisory committees and task forces, surveys and questionnaires, focus and deliberation groups, open-days, meetings and workshops, websites, printed materials etc.) whether singly or in combination.

2.2.3 Citizens

Cultural heritage and its value to society is essential for human rights and democracy to help ensure positive social, political, cultural and economic development. Therefore this broad term “citizens” refers to civil society that is very interested in HBA issues. They are generally aware and involved in the heritage protection and in the enhancement of the HBA Zvijezda as long as it does not interfere with their living habits. In order to create a pact of collaboration with citizens, the perception of the HBA as common asset should be created. Then the citizens would be considered as beneficiaries of the urban regeneration of the HBA Zvijezda and could benefit economically, socio-culturally and psychologically.

Through the participatory approach as the best practice they should be involved in all the phases from the early stages and the modalities and forms (targeted and public meetings, involvement in a participated budget etc.) of their involvement should be discussed with other stakeholders.

2.3 Internal collaboration

The process to obtain authorisations of the protection of cultural heritage and the procedures of the urban planning are long and complex. They are determined by a heavy bureaucratic system that asks for time and extra efforts. In order to make the process more efficient and simplify it, simpler procedures taking a shorter period of time should be introduced, as well as the ongoing collaboration, dialogue and sharing of information, competences and participation in decision-making, assessment, planning, implementation and evaluation processes between the different parts/departments.

The main responsibility of interventions in the HBA Zvijezda lies with the local authority, i.e. the City of Karlovac and its departments. The activities and responsibilities for the HBA Zvijezda share the Department for Social Activities and its newly created Department of Culture and Cultural Heritage, the Department for the Implementation of the

Documents of Spatial Planning, the Department for Spatial Planning, Construction and Environmental Protection, the Department for City Development, Economy and EU Funds, the Department for Property and Property Management and the Department of Communal Economy.

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

3.1 The general framework and the methodology

Pooling and optimizing resources include and mix competences and capacities, to manage complexity and value HBA as crucial component of local development policies.

A local HBA governance system should be 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. The sustainable enhancement of HBAs should be regulated taking into account the prescriptions about cultural heritage and urban planning.

In order to improve the focus on HBAs the development of complementary instruments and regulations for HBAs should be facilitated as well the integration of cultural heritage's legislation and urban planning. The existing legal framework should be improved by amending the protection of cultural heritage, improving the system of making conservation plans, adopting architectural heritage management plans, regulating the property law system and developing strategic guidelines and action plans for the purpose of restoration and sustainable use of a particular cultural heritage.

Moreover, the main challenges that spatial and strategic planning must face is to include the improvement and better organization of the interdisciplinarity and the participation; i.e. involvement of not only different professionals in the design phase, but also citizens, business, schools, universities and civil society organizations.

The urban and strategic planning is nowadays a very complex process asking for a knowledge sharing platform through a mix of professional disciplines. In HBAs, the spatial planning is more articulated and structured because of the necessity to protect history, identity and values through the right planning tools. Therefore it is necessary to have the interdisciplinary, dynamic collaboration that requires open-mindedness towards new perspectives from other professions and the local people with the insight into the local context. It is necessary to establish the outcomes of tendencies and factors in a long-term perspective in order to create a visionary strategy providing benefits for the society in the future.

Such an approach, the integration of cultural heritage and spatial planning for the HBA Zvijezda, can be seen in two complementary documents the Urban Plan for the HBA Zvijezda (2017.) serving as a base for the Zvijezda Management Plan 2018-2028.

This Plan is a relatively new tool that determines and establishes the appropriate strategy, objectives, actions and implementation structures to manage and develop cultural heritage in an effective and sustainable way.

3.2 Mapping of the local resources

To effectively govern and manage the HBA Zvijezda, the local administration needs to be supported by specialised technical bodies, with domain expertise and specialist knowledge. Moreover, capacities within the local authority that can handle a range of technical, scientific and management tasks of the complexity of the HBA should be strengthened and reinforced. The adoption of an integrated, participative and interdisciplinary approach as a fundamental step for the management of the HBA Zvijezda. Integration through information and resources would include identification major issues, documentation quality, best use of all information sources. Participative and interdisciplinary approach would include different disciplines and sectors as well as the involvement of professional associations (architects, constructors, engineers, lawyers etc.).

In order to map and optimize local resources, the main groups of actors involved were identified and subdivided into three macro-categories with the emphasis on common competences. They are the public sector, the semi-public sector and the private sector. The public sector is represented by local, regional and state authorities (the City Karlovac, Karlovac county, Ministry of culture - Conservation Department), public institutions (School of commerce and hospitality, Technical school, Dormitory, Music school, City Museum, and City Library) and NGOs (The Association of people with disabilities of the Karlovac County, Ka-matrix, Studio 23 etc.). The semi-public sector is represented by universities, associations, clusters, public-private networks, religious institutions (Karlovac University of Applied Sciences, a student centre with a dormitory, churches of the Holy Trinity and the St. Nicholas, the Franciscan monastery and the eparchy, North-West Croatia Regional Energy Agency, Karlovac County Development Agency KARLA etc.). The private sector is represented by banks and financial institutions (Karlovačka banka, Zagrebačka banka, Hrvatska pošta). It also includes so called private for-profit such as private owners, investors, professionals, businesses, professional associations and private enterprises (A Society of Architects, Builders and Surveyors, Chamber of Trades and Crafts, Association of Craftsmen, etc.). This sector can offer specific and technical

competences (i.g. architectural, engineering, chemical, geological...) to provide useful data and in-depth and sector-specific knowledges.

Every sector has its main competences. However, if the common goal is to achieve a sustainable enhancement of the HBA Zvijezda in all its aspects, a shared dialogue and ongoing collaboration between the involved sectors is necessary especially in the following fields:

- environmental sustainability: urban development, energy efficiency and supply, waste and water management, pollution, mobility, smart technologies;
- society: identity perception, social services and facilities (housing), cultural life and leisure facilities, accessibility, security;
- economy: maintenance and transformation costs of the HBA, tourism impact (local restaurants, hotels, retail services).

This collaborative process is enabled by establishing shared competences such as governance of processes and identification of values, argumentation, mediation, goal orientation and decision-making, mobilization and blending of resources, data/knowledge collection, selection, adoption and spreading, flexibility and reaction promptness, crises and risk management.

3.3 Description of the trade-off mechanism

The trade-off mechanism is a principle as well as a process to make the right, balanced, transparent and shared choice/decision through a stable, structured and constant dialogue between different stakeholders, taking into accounts all the possible options and solutions and evaluating advantages and disadvantages of all of them.

The understanding of needs, the definition of the main objectives to reach and develop balanced policies in the management and the sustainable enhancement of the HBA Zvijezda, the involvement of different stakeholders and the balance between them to prevent/manage conflicts, the management, the fair division of sources and the transparent distribution of benefits is a complex process that takes time.

The trade-off mechanism is focused on finding the balance between restoration and conservation of the HBA Zvijezda, the economic profit of using and maintaining it. Clear conservation and planning prescriptions together with management plans would help in finding the best technical solution for keeping the HBA lively and enjoyable over a long period of time.

A.5. Chapter 4: MONITORING AND RESULTS

It is necessary to have a shared vision between the local administration, acting as a mediator, and the different groups of stakeholders in order to implement the HBA's sustainable enhancement strategy. Monitoring is a continuous process of supervising of the achievement of objectives and indicators.

Effective monitoring should create the precondition for more effective management of the sustainable enhancement and conservation of the HBA Zvijezda.

It is complied with the Zvijezda Management Plan 2018-2028. It includes the collection of data at the implementation level in order to present the results and the progress to stakeholders.

Results are considered as steps of progress that promote the achievement of certain objectives within the sustainable enhancement, economic, social and physical revitalization of the HBA Zvijezda, according to four areas of action set by the Zvijezda Management Plan 2018-2028.

Qualitative and quantitative indicators should be included in the process of monitoring. The monitoring of the indicators should be assigned to the local authority that should submit a report annually to the City Council and all the stakeholders. The report should be published, preferably on the municipal website.

A.6. ATTACHMENTS (not mandatory)

Projects planned and financed
Chronoprograms