

# GUIDELINES FOR THE IMPLEMENTATION OF THE STRATEGY AT LOCAL LEVEL





The document: “Guidelines for the implementation of the Strategy at local level” presents the steps the local public authorities involved in the project made for the definition of local bilingual guidelines and the general contents of local documents..

The guidelines move from the Shared Strategy for an integrated governance system of HBA within the CE region the partnership achieved through **analyses, meetings, visits and targeted workshop**

The discussion starting point were:

1. to enhance the participatory approach
2. to promote a cross-cutting approach
3. to improve vertical and horizontal collaboration mechanism

And the final principles of the Strategy became:

1. **partnership principle**
2. **pooling and optimizing resources**
3. **trade-off mechanism**

Once defined the common principles for a sustainable management of HBA, partners involved (Local Authorities) could state them within the local context through local guidelines, a tool to implement the governance approach developed for the transnational Strategy.

The guidelines are based on the real situation assessed by the analysis made by all partners on HBA governance system at national level then compared to obtain an analysis at CE region level.

Partners involved in the development of the deliverable (and related Local Public Authorities):

- Partner 1 - Municipality of Mantova
- Partner 2 - City of Poprad
- Partner 3 - City of Karlovac
- Partner 4 - SZABOLCS 05. Regional Development Association of Municipalities
- Partner 5 - Idrija-Cerkno Development Agency
- Partner 12 - IURS, Institute for sustainable development of settlements - Municipality of Mikulov

The partners started from a common index defined during an *ad hoc* workshops and common introduction to then define local vision, mission and actions to be achieved for the sustainable development of referral Historic Built Area.

Within this document we are going to present, in the first chapter, the common structure of the local guidelines, as an useful scheme for the development of local guidelines concerning HBA sustainable management, and, in the following chapters, an abstract of each local guideline content as a spark for the development of guidelines in the context of CE region.

The abstracts are followed by local guidelines made by Partners and Local public authorities involved, firstly in English and secondly in local language.

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# A common structure

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## The index

The Local guidelines follow a common index drafted by Lead Partner and defined in the final structure by all partners.

The first chapter, the FOREWORD, is common to all guidelines and defines what the document is about and the general content:

### 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.

The following chapters start from the vision and mission of the Historic Built Area (HBA) object within the local context to then implement the Shared Strategy principles:

- partnership principle,
- pooling and optimizing resources,
- trade-off mechanism.

To manage the cultural heritage of local HBA.

The guidelines end with a specific chapter committed to the monitoring and evaluation process on the actions defined:

## Chapter 1: VISION and MISSION of the HBA

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

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*)

## 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

2.2 Stakeholders' involvement

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

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

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

2.3 Internal collaboration (*inside the local authorities*)

## 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?
- How can the interdisciplinarity between the urban and strategic planning be improved?

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

- Which are the main groups of city players to be involved?
- Which competences can be shared?
- How can the competences be shared?

3.3 Description of the trade-off mechanism

## Chapter 4: MONITORING AND RESULTS

### ATTACHMENTS (not mandatory)

Projects planned and financed

Chronoprograms

# Municipality of Mantova guidelines (Italy)

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## Vision

*Mantova si rigenera*

The Historical Built Area of Mantova aims to become more and more livable and frequented by residents, city-users and tourists finding a balance between the contemporary needs and uses and the Heritage preservation with its historical characteristics. This process is based on an integrated and participatory approach, with a focus on the community, the residents and their needs.

## Mission

The mission is to find the right balance between use and historical preservation, resources and results, public administration and stakeholders, participation of the community and opportunity of collaboration.

Mantova intends to enhance three thematic areas in the HBA:

- URBAN REGENERATION (urban or architectural projects and interventions to improve the physical structure and generate a positive social impact);
- ACCESSIBILITY AND MOBILITY (systems and methods of access to the HBA, sustainable and efficient mobility, usability);
- LIVELINESS (cultural and commercial activities able to make the city center more liveable for resident, city-users and tourists).

## The principles

*Participatory approach*

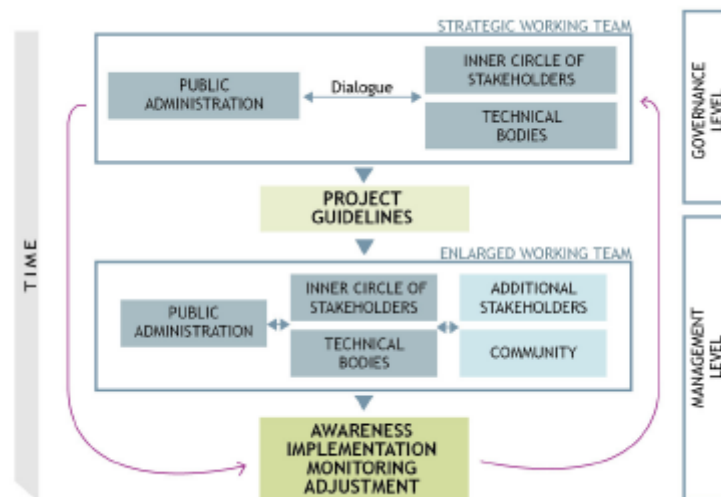
Involvement of stakeholders in different steps of the project, from strategy to management, implementation and monitoring finding the right timing and the right tool to permit a wide and effective participation (institutional stakeholders involved at the beginning of the decision-making process, additional stakeholders, technical competences, organized civil society and citizenship in the management and monitoring phase).

*Pooling & optimizing resources, Trade-off mechanism*

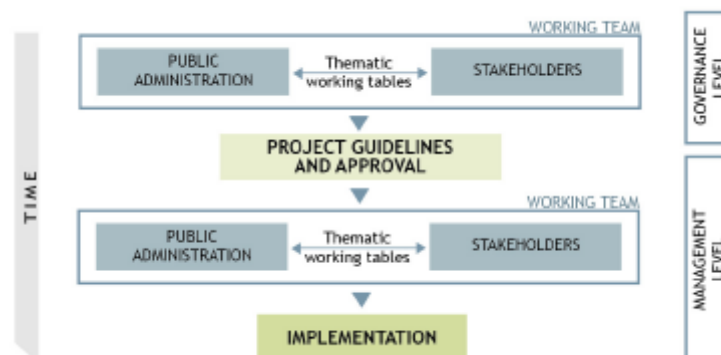
The document is divided into three paragraphs, corresponding to the identified thematic fields (urban regeneration, accessibility and mobility, liveliness) and three innovative projects in place in Mantova: BhENEFIT project for urban regeneration, PUMS for accessibility and mobility, C-Change project for liveliness within the city.

Each of the three project is analyzed, applying the method, in order to abstract a scheme of the working methodology (governance and management principles, involvement of specific stakeholders in the different project phases and involvement procedures) useful for future projects planning and management in the fields of urban regeneration, mobility and city liveliness but in general for urban planning projects:

*BhENEFIT project*

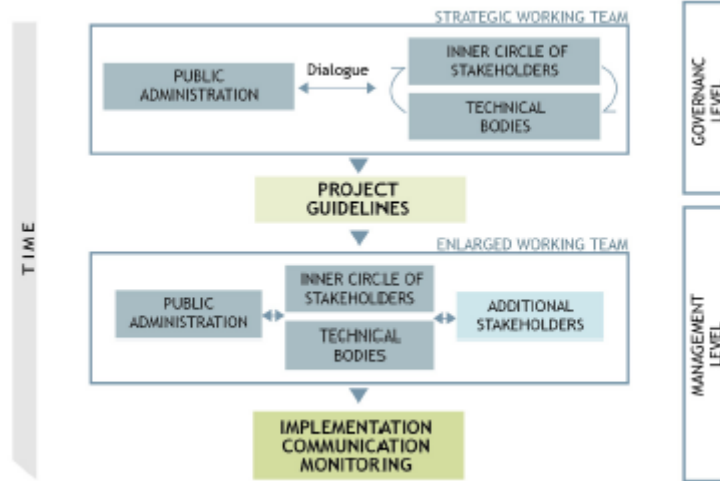


*PUMS (Urban Plan for Sustainable Mobility)*





*C-Change project*



# City of Poprad guidelines (Slovakia)

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## Vision

In the medium and long-term, the HBA of Poprad aims to become more and more livable part of the city satisfying the needs of all stakeholders and in the same time safeguarding the sustainability of historical values accumulated through centuries in this area. The development of this area should be based on efficient use of the cultural, social and economic resources and potentials resulting from the position of the city of Poprad as the regional centre and international centre of tourism interconnecting historical values with the natural values of one of the oldest national parks in Europe. The HBA following these principles will be one of the main phenomena of the attractiveness of the city of Poprad and region and of its competitiveness in national as well as international dimension.

## Mission

The mission is to provide the framework for executive management and decision making processes under the precondition of multilevel polycentric governance and multi-actors decision making.

## The principles

### *Participatory approach*

Considering Poprad model area and stakeholders mapped, the following **forms of stakeholders involvement** are advised:

- To use established advisory committees
- To organize planning workshops for planning in reality
- In crucial decisions to use the instrument of a local referendum
- To organize an Urban walk
- To support the activities of local focus groups
- To moderate public discussion using local and regional media
- To collect professional opinion using professional discussion fora
- To collect ideas via organizing open calls and urbanistic competitions

*Pooling & optimizing resources, Trade-off mechanism*

This chapter of the Guidelines address all the identified thematic fields as follows:

- HBA protection and regeneration of physical structures including the buildings as well as infrastructure and urban public spaces following the principles safeguarding the sustainability of cultural and natural heritage values.
- HBA functional restructuring and competition in order to fulfil the needs of stakeholders and bring new life into the HBA and city including positive social impacts.
- HBA accessibility and syntax supporting spatial and social inclusion of the area in the city and region as the precondition for the liveliness and attractiveness for citizens and visitors
- Sustainable capitalization of the HBA territorial capital
- All these areas are interlinked and the principles addressing them are based on integrated, multidisciplinary and participatory approach.

Across the above-listed fields, for the City, it is necessary:

- to build on **efficient use of capacities and resources** (considering institutional and processual aspects and planning dimension);
- to focus the measures towards **improvements on targeted issues resources** (considering institutional and processual dimension);
- to focus the measures towards **using potentials** of targeted issues (considering institutional and processual dimension).

# City of Karlovac guidelines (Croatia)

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## Vision

*Stella Vitalis*

Zvijezda, the identified HBA, 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

## Mission

The mission 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);
- to enhance its identity and atmosphere by reconstruction and renovation of buildings, public spaces, utilities, communal, traffic and other infrastructure;
- 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 principles

*Participatory approach*

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.

To reach the best possible benefit, 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. During the process of creating the Plan stakeholders involvement has been carried out through direct counselling, surveys, interviews, meetings and workshops

*Pooling & optimizing resources, Trade-off mechanism*

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:

- the public sector (City of Karlovac, Karlovac county, Ministry of culture, public institutions,...);
- the semi-public sector (Karlovac University of Applied Sciences, student centre with a dormitory, churches of the Holy Trinity and the St. Nicholas, the Franciscan monastery and the eparchy, REGEA, Karlovac County Development Agency KARLA,...);
- the private sector (Karlovačka banka, Zagrebačka banka, Hrvatska pošta, Society of Architects, Builders and Surveyors, Chamber of Trades and Crafts, Association of Craftsmen,...).

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

# SZRDA Regional development association of municipalities guidelines (Hungary)

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## Vision

We are developing a governance and management system where authorities, institutions, professionals, communities and networks can clearly see the local tasks related to heritage protection and management and are able to coordinate their work to protect the local heritage and play a positive role in the life of local communities

- Providing support for effective governance and management through favourable legislation and policies,
- Creating a more efficient administrative structure,
- Ensuring the financial and human resources for heritage protection,
- Developing knowledge of professionals,
- Strengthening the participatory approach,
- Raising awareness of local heritage among local communities and residents and increasing the involvement of them.

## Mission

To achieve the vision of the HBA, the purpose of this strategy is to identify the frameworks that promote:

- the development of a local governance and management model for cultural and architectural heritage;
- the involvement of stakeholders - especially the involvement of residents and local communities -
- in participatory planning, in connection with the management of the HBA;
- building of capacities for the preservation and management of cultural and architectural heritage.

## The principles

*Participatory approach*

To disseminate and strengthen participatory governance and management, the effective involvement of stakeholders, including public and research institutions and professionals involved in the management of cultural heritage and other relevant stakeholders, is one of the main goals and tasks of HBA management. Within the guidelines stakeholders insisting in Szabolcs 05 have been mapped considering local peculiarities and way to involve them.

*Pooling & optimizing resources, Trade-off mechanism*

For HBA governance and management, considering Hungarian context and laws, but also Szabolcs 05 region local resources, decisions should be taken following these steps

**PROVIDING PARTICIPATION:**

- identifying different types of stakeholders;
- timing the involvement of certain stakeholders, defining their decision-making powers.

**RECOGNIZING THE NECESSITY OF A DECISION, SEARCHING ALTERNATIVES:**

- defining a strategic governance process, creating a transparent and open dialogue through permanent participation by stakeholders;
- involving "other stakeholders" (investors, citizens, tourists, etc.) in the decision-making process and management;
- generating alternatives;
- ensuring compliance with heritage protection standards and principles;
- choosing the best alternative.

**DECISION MAKING:** municipal decision-making process and definition of a concrete management plan.

**MONITORING:** monitoring and possible adaptation of the management plan.

# Idrija development agency guidelines (Slovenia)

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## Vision

*Idrija - Heritage for tomorrow*

The idea is to keep the Idrija's HBA authenticity and to search for the 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.

## Mission

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,
- Second step: addressing buildings in need of maintenance work and/or revival of the use,
- Third step: addressing the improvements of existing situation

## The principles

*Participatory approach*

Municipality of Idrija works internally for:

- improving the decisional system by “educating” public officers,
- establishing a professional board,
- encouraging internal collaboration.

The Municipality is also working for a well-managed project undertaking as well to involve competent professionals in project design and development.

*Pooling & optimizing resources, Trade-off mechanism*

Municipality of Idrija mapped problems detected and possible solutions:



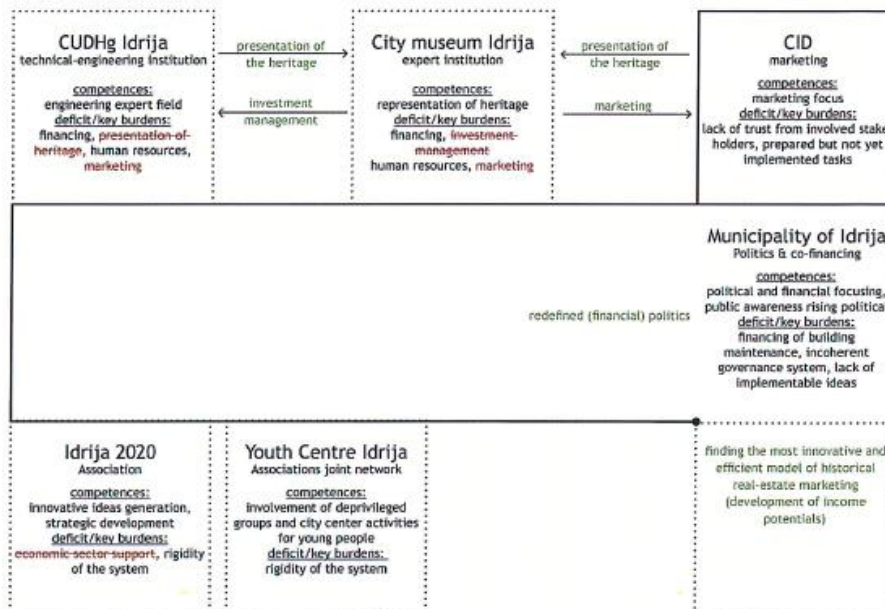
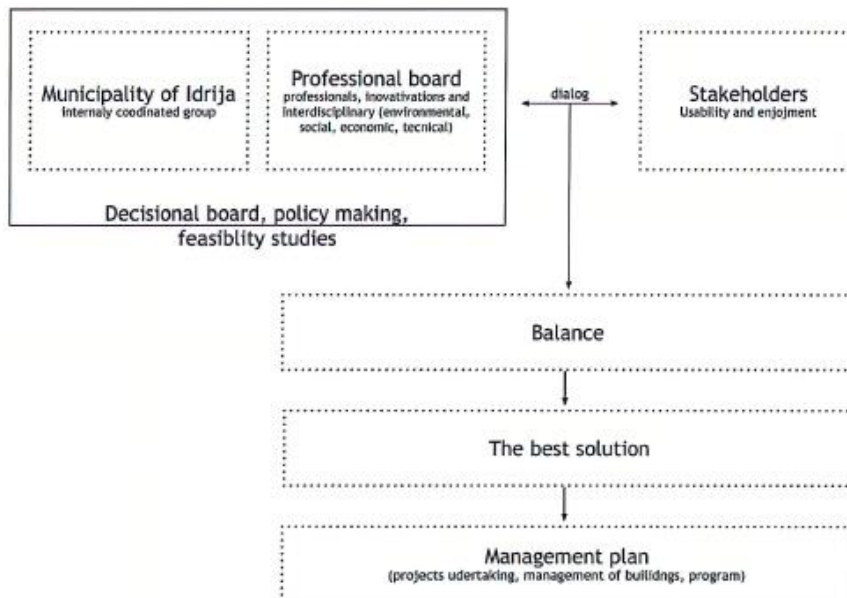


Diagram 1: problems detected and solutions offered during the individual work with different stakeholders. If the line is continuous Municipality is majority financier if it's dotted the Municipality is minority financier. The monogram shows that the key problem is in undefined and overlapping responsibilities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

And the coherent and correct decision-making process for a balanced, efficient, sustainable and feasible management plan (trade-off mechanism):



# Municipality of Mikulov guidelines (Czech Republic)

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## Vision

*Mikulov, the friendly city*

The city aims to improve its role as a cultural and tourist center of international importance.

## Mission

The mission is to become the historical center of the region with infrastructure supporting balanced development of the HBA.

To reach this goal the municipality intends to:

- sustainably support the restoration and maintenance of monumental objects;
- preserve and hand down cultural and intellectual heritage to the next generation;
- effectively manage the property and financial resources of the town;
- cultivate cultural and natural heritage (HBA);
- develop the quality of tourism services.

## The principles

*Participatory approach*

Mikulov since nineties set up a local working group for implementing urban regeneration programs. It is a cornerstone of the participatory approach of the HBA's regeneration and it participates on the development of local strategic plans, territorial and regulatory plans and creates conditions for planning and spatial protection of HBA.

The participatory approach is based on cooperation in the implementation of the HBA Mikulov Regeneration Program, which is in line with other goals and concepts of the city development and the Strategy. The regeneration program brings economic, information and organizational assistance to the city, building owners and users of HBA's real estate.

All the stakeholders involved have their roles in fulfilling the regeneration of HBA:

Institutional actors must be involved in the HBA's decision-making process from the beginning. In the case of HBA Mikulov, the town of Mikulov itself is primarily the leader,

which is responsible for the creation and implementation of the Mikulov HBA's Regeneration Program.

Additional stakeholders could be joined in decision-making process at different times and in different ways if they have not been involved at the time of initiation.

The Mikulov HBA is also co-created by local citizens to be involved as a form of getting new informations and listening to new suggestion directly from citizens besides standard planning processes.

Internal collaboration is guaranteed by the permanent working group for the regeneration of HBA.

#### *Pooling & optimizing resources, Trade-off mechanism*

The legal framework concerning the development of Mikulov HBA is represented by Mikulov City Strategic Plan (2013-2026) and local plan. Both documentations are based on the needs of the town and at the same time the interrelation of both documents is ensured.

The groups of actors, considered local resources, could be divided according to their origin and their expected relations to HBA Mikulov (financial, professional). From the origin point of view, it is possible to carry out a basic classification into public and private partners.

The trade-off mechanism will consider legal framework and local resources to find a balance between preserving and using the historical heritage in a conservation area and the economic profit associated with their use (renting), and in keeping a high level quality of planning processes in the historical center of the town at the same time. The result of the trade-off selection will be in accordance with the principles of the protection of the historical heritage of the Czech Republic, which is defined by a Monument Law.

# Attachments

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Herewith local guidelines in English and local language from:

- Partner 1 - Municipality of Mantova
- Partner 2 - City of Poprad
- Partner 3 - City of Karlovac
- Partner 4 - SZABOLCS 05. Regional Development Association of Municipalities
- Partner 5 - Idrija-Cerkno Development Agency
- Partner 12 - IURS, Institute for sustainable development of settlements - Municipality of Mikulov

# GUIDELINES

OCTOBER 2018, MANTOVA





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## FOREWORD

Finding the right balance between cultural preservation and daily needs to assure liveliness to the Historical Built Areas is one of the strongest challenges that our cities must face. Local administrations are trying to maintain HBAs in good condition as well as give their users a satisfying and enjoyable experience which also supports tourism and the local economy. Urban planning and management processes must take into considerations different stakeholders and establish an inclusive dialog with citizens, city-users and tourists. The sustainable enhancement of HBAs is a current topic in Italy and also in Europe. In fact, Cultural Heritage is the result of a centuries-long process of evolution 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.

This document contains site-specific guidelines built upon a shared strategy for economic, environmental and social sustainable enhancement of HBAs that Central Europe has brought together over the course of the BhENEFIT project. The aim of the local Municipality is to ensure at the same time the preservation of the historical features and the city liveliness to avoid the depopulation and to satisfy the needs of residents, city-users, and tourists.

Mantova - that is the lead partner in this project section - has worked to develop a new model of shared, interdisciplinary and multi-level management that focuses on participation among institutional stakeholders and civil society. The participatory approach aims to establish a sharing of knowledge and skills and an ongoing collaboration in the development of a shared management of the HBA, also through the involvement of citizens. The Local Guidelines wants to become a useful tool for urban planning and design. Through a holistic, integrated and participatory approach, they combine different disciplines and stakeholders to achieve a city center characterized by enhancement, protection, and liveliness.

*Adriana Nepote  
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Coordinamento Ufficio Progettazione Europea  
Municipality of Mantova*

## INSTITUTIONAL 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 a site-specific document strongly rooted in the territory it belongs to.

The contents of the local guidelines are:

- vision, mission and general objectives;
- stakeholders' involvement, times and methods of participation;
- decision-making mechanisms and characteristics of the participatory and multidisciplinary approach.



CHAPTER 1

VISION  
AND MISSION  
OF THE HBA



## 1.1. VISION

In the medium and long term, the **Historical Built Area of Mantova** aims to become more and more **livable and frequented by residents, city-users and tourists**. The general objective is to be considered the cultural, social and economic resource and heart of the provincial territory.

Mantova is a protected historical city, whose center is part of the UNESCO Heritage. To overcome the status of “jewel-city of the past” and to project the city center into the contemporary, it is necessary to create a dialogue between the new and the past. The challenge is to find a balance between the contemporary needs and uses and the Heritage preservation with its historical characteristics. This process is based on an **integrated and participatory approach**, with a focus on the community, the residents and their needs.

## 1.2. MISSION

To become the beating heart of the city life, the HBA of Mantova must find the right balance between use and historical preservation, resources and results, public administration and stakeholders, participation and opportunity of collaboration.

Mantova intends to **enhance three thematic areas** in the HBA:

1. **URBAN REGENERATION:** urban or architectural projects and interventions to improve the physical structure and generate a positive social impact. This process plays an important role for the renewal of the built areas, with a focus on the enhancement and valorization of abandoned spaces - public or private - and on the conservation of the historical and cultural value of the architectural Heritage;
2. **ACCESSIBILITY AND MOBILITY:** systems and methods to access in the HBA, sustainable and efficient mobility, usability;
3. **LIVELINESS:** cultural and commercial activities able to make the city center more liveable for resident, city-users, and tourists.

In all these three macro-areas, the guiding principle is the application of an integrated, multidisciplinary and participatory approach, able to make the awareness and the sense of community grow. In the Mantuan HBA, the main challenge is to find the right interaction between residents, city-users, and tourist. For a better improvement of the urban, economic and social dynamics, tourism must be a local resource both for the travelers and the host territory. In this perspective is necessary a structured and ongoing dialogue and exchange between different urban stakeholders. A sustainable enhancement of the HBA of Mantova and the awareness that the city center is a Commons to take care of are the two main objectives that the BhENEFIT project and the local guidelines purport to achieve.



CHAPTER 2

# PARTICIPATORY APPROACH



## 2.1. THE PARTICIPATORY APPROACH IN GENERAL TERMS

In the three above-mentioned macro-areas, the guiding principle is the application of an **integrated, multidisciplinary and participatory approach, able to make the awareness and the sense of community grow**. In the Mantuan HBA, the main challenge is **to find the right interaction between residents, city-users, and tourist**. For a better improvement of the urban, economic and social dynamics, tourism must be a local resource both for travelers and locals.

To achieve a sustainable governance and management of the HBA, it is necessary to apply a participatory and multidisciplinary approach. This kind of approach is based on the involvement of stakeholders, technical competences, resources and users in different steps of the project, from strategy to management, implementation and monitoring. It is important **to find the right timing and the right tool to permit a wide and effective participation**, according to the definition of general objectives, actions and activities. Through the engagement of stakeholders, recognizing the value of each person's contribution to the process is not only practical but also collaborative and empowering in finding solutions together.

## 2.2. STAKEHOLDERS' INVOLVEMENT

The following tables show the main stakeholders to be involved in projects concerning the HBA of Mantova. As specified in the shared strategy produced at Central Europe level, they are divided into two macro-categories: **institutional stakeholders and additional stakeholders**.

Institutional stakeholders in principles must be involved in the strategic phase, while the additional ones play a key role in the management phase. This division must not be understood in rigid and absolute terms. The contribution of additional stakeholders is often fundamental already in the strategic decision-making process.

The following list is a first general framework open to future developments. It contains all the stakeholders of the HBA of Mantova. According to the theme to be developed - urban regeneration, accessibility and mobility, liveliness - it is necessary to evaluate which kind of stakeholders to



involve taking into consideration different needs and competences.

INSTITUTIONAL STAKEHOLDERS	
TIMING: INVOLVEMENT AT THE GOVERNANCE LEVEL	
WHO	HOW
Municipality of Sabbioneta	<ul style="list-style-type: none"> <li>• Dialogue and ongoing collaboration</li> <li>• Support in territorial data collection</li> <li>• Periodic organization of working tables for the drafting of the project</li> </ul>
Municipality of La Grande Mantova	
Regione Lombardia	
Provincia di Mantova	
Camera di Commercio di Mantova	
Cultural and cultural-heritage bodies: MIBAC - Soprintendenza, Palazzo Ducale, Musei del Polo Museale Regionale	
Parco del Mincio	
Suppliers of financial resources: Cariplo, Cariverona, BAM, Comunità Mantovana	
Public Services: TEA, Trenitalia, FSI, ACI, APAM	
Private Cultural Institutions *1	
Cooperatives, Foundations, Public-Private Cultural Associations *2	

\*1 The item *Private Cultural Institutions* includes institutions, museums or subjects that manage monuments with public relevance such as: Diocesi di Mantova; Fondazione Le Pescherie di Giulio Romano; Fondazione Palazzo Te; Associazione Amici di Palazzo Te e dei Musei Mantovani; Fondazione d'Arco; Galleria Museo Palazzo Valenti Gonzaga; Associazione per i Monumenti Domenicani; Museo Tazio Nuvolari; Comunità ebraica di Mantova; Fondazione Banca Agricola Mantovana; Condominio Teatro Sociale di Mantova; Museo Vigili del Fuoco Mantova.

\*2 The item *Cooperatives, Foundations, Public-Private Cultural Associations* includes: Fondazione Artioli. Mantova Capitale Europea Dello Spettacolo; Comitato Festivalletteratura; Orchestra da Camera di Mantova; Associazione artistica e culturale Segni d'infanzia; Fondazione Centro Studi Leon Battista Alberti; Istituto Mantovano di Storia Contemporanea; Associazione Amici di Palazzo Te e dei Musei Mantovani; Mantova Musica; Associazione Per il Parco; La Condotta Slow Food Mantova.

ADDITIONAL STAKEHOLDERS	
TIMING: INVOLVEMENT AT THE MANAGEMENT LEVEL	
WHO	HOW
Politecnico di Milano - Polo territoriale di Mantova	<ul style="list-style-type: none"> <li>• Presentation of the project</li> <li>• Thematic working tables</li> <li>• Interviews and questionnaires</li> </ul>
Fondazione Università di Mantova	
Schools	
CSV Mantova	
Local Press	
Professional Associations: Architects, Surveyors, Engineers	
Trade, Crafts and Industry Trade Associations	
Strada dei Vini e dei Sapori	
Theater associations and cooperatives	
Cultural and social associations	
Associations, cooperatives and organizations sensitive to environmental issues <sup>*3</sup>	
Companies organizing events in the HBA: Inside Out Agency, Green Eventi	
Cinemas: Carbone, Mignon, Ariston	
Conservatorio di Musica "Lucio Campiani"	
Società Cooperativa Consortile Impresa Sociale Pantacon	
ASTER - Agenzia Servizi al Territorio srl	
Associazione di promozione sociale RUM	
Ri-animazione Urbana Mantova	
Unione Piccoli Proprietari Immobiliari	
Estate agents	
Ance Mantova - Collegio costruttori edili della Associazione industriali della provincia di Mantova	
Hoteliers Association, B&B and Consorzio Agriturismo Mantovano	

<sup>\*3</sup> The item *Associations, cooperatives and organizations sensitive to environmental issues* includes: WWF Sezione Mantova, Associazione Per il Parco, Coalizione Mantovana per il Clima, Labter Crea, Parcobaleno; Comitato Mantova Acqua, Ambiente, Territorio, Legalità; FAI Mantova; Mantua Mothers; Resilienza Verde; Associazione Ambiente & Sviluppo; S.U.N.I.A. - Sindacato Unitario Nazionale Inquilini e Assegnatari Federazione di Mantova; Bioanch'io Società cooperativa; Legambiente; Federazione Italiana Pesca Sportiva; Associazione Mantova Italia Nostra; Associazione eQual; Comitato Aria Pulita; Circolo Arci Fuzzy; Associazione Gli Scarponauti; LAV Mantova; FIAB - Federazione Italiana Amici della Bicicletta; Sezione Scout CNGEI di Mantova.

## 2.3. INTERNAL COLLABORATION

Within Public Administration, participatory approach and internal collaboration have evolved over time thanks to the development of **cross-sectoral projects**.

The participation and involvement of important urban actors is a practice that has always been applied. In the past, each sector was characterized by a privileged relationship with specific stakeholders. Each sector had its own trusted stakeholders with a tried and tested relationship. Participation and dialogue were implemented through sectoral, self-referential and top-down methods. In Mantova, the development of cross-sectoral projects has allowed the integration of sectoral policies for the sustainable development of the HBA. The multi-sectoral approach **integrates different themes and competences and creates a new horizontal decision-making process based on integration and interdisciplinarity**.

Urban policies and projects must consider at the same time urban, environmental, cultural, economic and social factors. The transition to a **horizontal and cross-sectoral participatory approach** is fundamental to face the 21st century urban questions.



CHAPTER 3

# POOLING AND OPTIMIZING RESOURCES, TRADE-OFF MACHANISM



This chapter of the Guidelines is divided into three paragraphs, corresponding to the identified thematic fields: **urban regeneration, accessibility and mobility, liveliness**. These paragraphs are in turn divided into the following subparagraphs:

1. **governance and management mechanisms** with reference to projects already in place;
2. **mapping of specific local resources** in different thematic fields;
3. **trade-off mechanism**.

Through **three experimental and cutting-edge projects** in place in Mantova - one for each thematic area (BhENEFIT for urban regeneration, PUMS for accessibility and mobility, C-Change for liveliness) - we apply the guidelines' method into specific and concrete actions and activities for the HBA. In each paragraph, there is a specific trade-off mechanism scheme that tries to abstract the working methodology to be applied in future projects.

## 3.1. URBAN REGENERATION

The HBA of Mantova is subjected to environmentally and historically (UNESCO) protective restrictions. The enhancement and valorization of this area are compromised by a process of **desertification** and by the resulting degradation and abandonment of public spaces and buildings. Based on these premises, is necessary to encourage the establishment of new residents, activities, and services compatible with the protection of the historical and cultural value of the city center to achieve a sustainable governance and management of the HBA.

**Urban Regeneration** is one of the main themes on which the sustainable enhancement of the HBA of Mantova is based. This theme was introduced by national and regional laws. In Lombardy, it appeared with Law 311/2014. This law was mostly created with the objective of combating land consumption. From a normative point of view, it also introduces the need to identify under-utilized or abandoned areas and to coordinate actions for their **enhancement and valorization including social initiatives and citizens participation**.

THE GENERAL  
FRAMEWORK AND  
THE METHODOLOGY

Later, in June 2018, the D.G.R. 207 states that one of the main objectives of urban regeneration is the improvement of urban quality understood both as built environment and citizens' quality of life. It is therefore of major importance to establish guidelines that can improve the reuse of underused, unused or abandoned areas or buildings and to include the citizens and local community in this process. These places represent a real opportunity of enhancement for the HBA. It is, therefore, necessary to **map abandoned areas and buildings with the application of an integrated approach** that takes into consideration both the technical data and the perceptions of treats or opportunities reported by the citizens. Within the BhENEFIT project, the local administration is creating this map through a specific **GIS platform** - Geographic Information System to facilitate a direct interaction between different stakeholders. The collection of data from different sources and their placement on a georeferenced map has two main objectives. The first one is to identify the areas to be proposed for **urban regeneration actions** and the second one is to establish **general guidelines of intervention** to gradually solve the problems emerged. The resulting map represents the perceived and actual degradation of the HBA and allows the definition of urban regeneration policies that must respect the value of the historical and culturale Heritage. It is an opportunity to promote and encourage the valorization and enhancement of the HBA, to improve the security and liveliness and to implement cultural and touristic services and attractions.

To be useful in the long term, the project provides for a **monitoring plan** to check evolutions and to offer the possibility to modify and redefine the actual decisions and policies.

## MAPPING OF LOCAL RESOURCES

The tables in the following pages show the lists of stakeholders to be involved in the urban regeneration field, with specific reference to the development of the GIS interface.

INVOLVEMENT AT THE GOVERNANCE LEVEL		
TYPE	WHO	HOW
Institutional	<ul style="list-style-type: none"> <li>Offices of the Municipality of Mantova: Urbanistica, Lavori Pubblici, UNESCO, Ambiente, Sportello Unico</li> <li>Soprintendenza</li> </ul>	<ul style="list-style-type: none"> <li>Working tables to draft the project and to collect data</li> <li>Design phase inside the Urban Planning office</li> </ul>
Public-Private	<ul style="list-style-type: none"> <li>TEA Spa</li> <li>Mantova Ambiente</li> <li>ASTER - Agenzia Servizi al Territorio srl</li> </ul>	

INVOLVEMENT AT THE MANAGEMENT LEVEL		
TYPE	WHO	HOW
Institutional	<ul style="list-style-type: none"> <li>Provincia di Mantova</li> <li>Ministero dei beni e delle attività culturali e del turismo</li> <li>Managers and operators of museums and monuments i</li> <li>Distretto Culturale Le Regge dei Gonzaga</li> </ul>	<ul style="list-style-type: none"> <li>Data sharing</li> <li>Collection of community's highlightings</li> <li>Elaboration of the data collected by the municipal offices involved for the identification of the areas perceived as "degraded"</li> <li>Definition of intervention strategies</li> </ul>
Public-Private	<ul style="list-style-type: none"> <li>Professional Associations *</li> </ul>	
Community	<ul style="list-style-type: none"> <li>Residents</li> <li>City-users</li> <li>Local Associations</li> </ul>	

\* Public non-economical private-law bodies

In urban regeneration processes, the trade-off mechanism is based on participatory and multi-disciplinary approach in the strategic, management and monitoring phase. The drawing up of monitoring plans and the stakeholders' involvement (both institutional and additional) allow the creation of a **circular design system** able to modify already approved strategies and actions in progress.

## DESCRIPTION OF THE TRADE-OFF MECHANISM

### GOVERNANCE LEVEL

In the present case, an integrated and participatory approach leads to the creation of the GIS web-platform. The strategic phase is characterized by the establishment of working tables including institutional stakeholders (Offices of the Municipality of Mantova: Urbanistica, Lavori Pubblici, UNESCO, Ambiente, Sportello Unico), Soprintendenza and public-private ones (Tea SPA, TEA Spa Mantova Ambiente, ASTER - Agenzia Servizi al Territorio srl).

Starting from analysis and data collection, the working tables were structured in different meetings and were functional to the identification of the issues under investigation. During the design session, the main

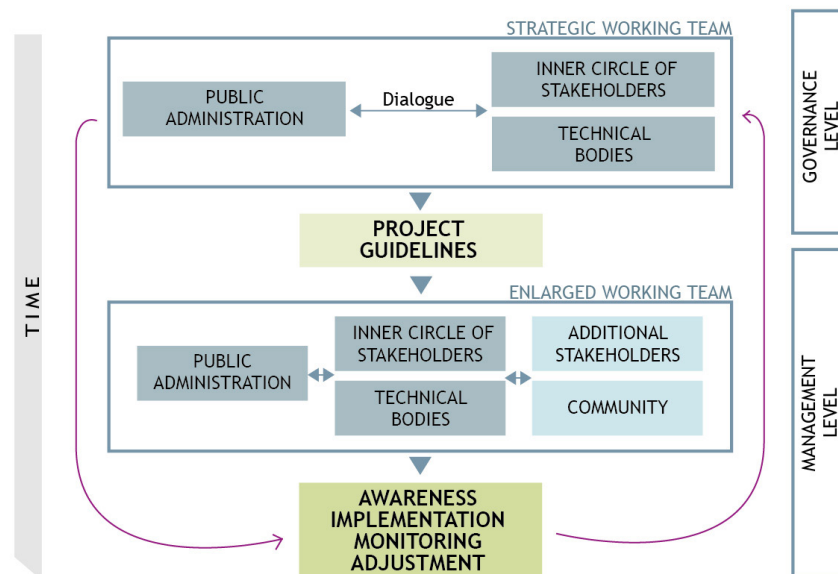


objective has been identified which is the recognition of the perception of “deterioration” in the HBA of Mantova. As a result of the participatory design process, the GIS platform has been created and shaped on the specific identified needs.

### MANAGEMENT LEVEL

In this phase, the strategic stakeholders become part of a wider audience that opens to all the urban actors (institutional/public-private/private stakeholders, citizens) involved in the management of the HBA. The local administration aims to reach the widest involvement and participation through awareness and an adequate and widespread communication to insert both technical and perceived data in the GIS platform. The final step is the identification of the most “degraded” areas and the definition of the regeneration process.

The entry of data in the GIS map and their updating are day by day monitored by the public administration that can constantly and cyclical redefine strategies, actions, and activities on the basis of revealed information.



## 3.2 ACCESSIBILITY AND MOBILITY

Making the HBA of Mantova more accessible and improving the sustainable mobility are ones of the main objectives that the local administration is trying to achieve with an integrated approach based on ongoing collaboration and dialogue between different stakeholders, professionals and citizens.

Is an accessible city easy to use? Is it perceived as safe? Is it smart? Is it available to everyone? Does it offer ecologically sustainable services? Is it inclusive with residents, city users and tourists? The methodology described in this paragraph is referred to the HBA. However, it is necessary to state that accessibility and mobility are issues that must be addressed in a broader perspective that spatially extends to the Grande Mantova.

The Municipality of Mantua has decided to equip itself with new tools to achieve a sustainable mobility and accessibility: Urban Sustainable Mobility Plan (**PUMS**) containing medium to long-term actions that will then be planned, verified and updated in the Urban Traffic Plan (**PUT**). This program promotes sustainable and efficient mobility, achieving the European objectives about environmental protection and quality of life. PUMS put people and their mobility needs first, through a transparent and participatory approach that involves citizens and stakeholders from the beginning of its decision making process.

The PUMS general objectives are:

- an accessible city;
- a more sustainable transport system;
- quality places for residents, city users and tourists;
- a safer mobility for all;
- a new awareness.

PUMS makes a particular focus on the HBA, to actually make it a **qualitative and functional area for active mobility**. The analysis of supply and demand about mobility in the city center has highlighted some topics:

- its **strong appeal**: the HBA is the destination for more than 60% of drivers entering Mantova from the gates of the city;
- the percent relevance of the total number of car **journeys of less than 4 km** in the urban area, that could be carried out using a more sustainable means of transport such as a bicycle;
- the central theme of **parking**.

### THE GENERAL FRAMEWORK AND THE METHODOLOGY

In light of the above, the plan details a series of strategies, including the necessity to:

- **enhanced parking** and services connected to them;
- **expand the offer of parking lot areas**;
- **ensure greater security for active mobility** in urban areas.
- **review the cycle mobility plan**;
- **integrate the cycle network in city accessibility** from neighboring municipalities.

Further issues relevant for the HBA are:

- accessibility to schools;
- supply of goods for commercial activities, restaurants, and hotels;
- enhancement of the local public transport in agreement with the Municipalities of La Grande Mantova to offer a quality service that allows the modal shift from private car to public transport.

In addition to the already described PUMS, in 2017 the **Public Administration nominated the Integrated Project “La Grande Mantova si muove sostenibile”**. It is composed of more than 20 coordinated projects ranging from new infrastructures, to the revision of the existing ones, to the actions of sensitization, awareness and education.

The mobility framework is wide and includes a multitude of actions based on the involvement of stakeholders and citizens right from the governance phase. As regards the PUMS, every two years, implementation and monitoring's activities are expected. The role model is the **mobility manager**. Through a network of business and school managers, the mobility manager coordinates activities and guarantees the involvement of citizens, workers and students.

## MAPPING OF LOCAL RESOURCES

In urban accessibility and mobility, the stakeholders' involvement took place with a different participatory approach if compared to the other thematic areas analyzed in this chapter.

In fact, after the construction of a general framework, all the categories of stakeholders without exception were involved in the governance phase and they were divided into four thematic tables concerning:

- public transport and passenger mobility services;
- private mobility and parking system;
- logistics of goods in urban areas;
- active mobility and urban routes.

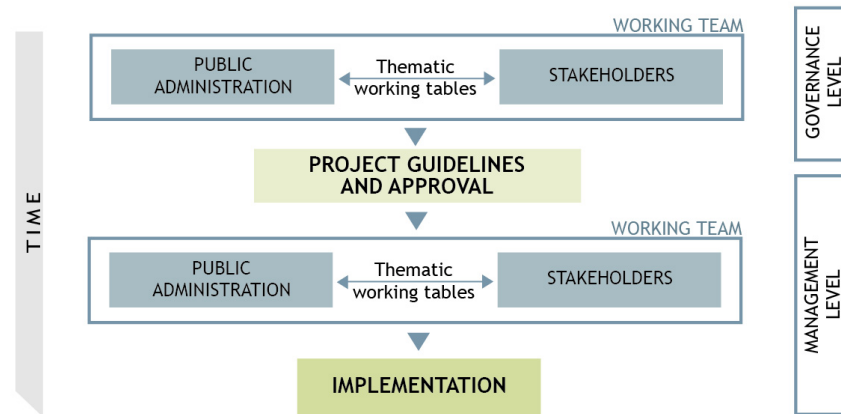
The following table shows the lists of stakeholders divided into thematic tables.

INVOLVEMENT AT THE GOVERNANCE LEVEL		
THEMATIC TABLE	TYPE	WHO
Public transport and passenger mobility services	Institutional	<ul style="list-style-type: none"> <li>• Agenzia per il trasporto pubblico</li> <li>• Neighbouring Municipalities</li> <li>• Comprehensive Institutes</li> <li>• ASST Mantova - Azienda Socio Sanitaria Territoriale di Mantova</li> <li>• RFI - Rete Ferroviaria Italiana</li> <li>• Trenord</li> <li>• ASTER - Agenzia Servizi al Territorio srl</li> </ul>
	Public-Private	<ul style="list-style-type: none"> <li>• APAM - Azienda Pubblici Autoservizi Mantova</li> <li>• ACI - Automobile Club Mantova</li> <li>• Taxi drivers, logistics operators, other bus operators</li> <li>• Big attractors</li> <li>• Associations that deal with weak users (the children, the elderly, the disabled)</li> </ul>
Private mobility and parking system	Institutional	<ul style="list-style-type: none"> <li>• ASTER - Agenzia Servizi al Territorio srl</li> </ul>
	Public-Private	<ul style="list-style-type: none"> <li>• ACI - Automobile Club Mantova</li> <li>• E-vai</li> <li>• Trade associations</li> <li>• Committees</li> </ul>
Logistics of goods in urban areas	Public-Private	<ul style="list-style-type: none"> <li>• Trade associations</li> <li>• Logistics operators</li> </ul>
	Institutional	<ul style="list-style-type: none"> <li>• Comprehensive Institutes</li> </ul>
Active mobility and urban routes	Public-Private	<ul style="list-style-type: none"> <li>• Operators related to the world of cycling (Bici in Città, Mobike, etc.)</li> <li>• FIAB - Federazione Italiana Amici della Bicicletta onlus</li> <li>• Associations that deal with active mobility (Gli Scarponauti, etc)</li> </ul>

PUMS is a long-term planning tool designed to promote efficient mobility and achieve objectives which include the protection of the historical, cultural and environmental Heritage and quality of life of citizens. Currently, the local administration is at the conclusion of the strategic phase and it is about to face the approval and consultation of the PUMS, and then move on to the operational phase of implementation and management. Also in the operational phase that aims to create specific PUT, will be involved all the previous stakeholders divided into thematic working tables.

DESCRIPTION OF  
THE TRADE-OFF  
MECHANISM

The issue of accessibility and mobility is wide. During the definition of the PUMS, the trade-off mechanism started with the application of an integrated and participated approach. It was based on the sharing of specific knowledge and skills belonging to different stakeholders. After the creation of a cognitive framework, since the first strategic phase it was necessary to create a broader and participatory dialogue and collaboration that includes both the institutional and public-private partners. The stakeholders have been divided into different working groups to draw up general objectives and the macro-actions.



**GOVERNANCE LEVEL**

The preliminary phase of the PUMS (data collection and traffic surveys, knowledge framework, objectives and indicators, initial planning guidelines) was built by the public administration in collaboration with institutional bodies and public/private subjects. It was also possible to involve citizens with online and paper questionnaires. Direct and indirect data collection led to the definition of the first plan guidelines. At a later stage, plan documents were structured with definition, modeling and comparative evaluation of the scenarios, identification of the planned scenario, and description of the plan actions. In this step, stakeholders' involvement was decisive. The public administration structured a dialogue and a collaboration through the establishment of the broadest participation based on four thematic working groups. The main PUMS objectives emerged from these working tables.

## MANAGEMENT LEVEL

The next step, not yet implemented, is the approval of the plans (sharing with political bodies, stakeholders and citizens; adoption; approval). This moment marks the transition from governance to management, from strategy to implementation. The management phase must provide a constant dialogue with different stakeholders to arrive at the drafting and implementation of more specific plans in the short and medium-term (PUT - Urban Traffic Plans).

## 3.3. LIVELINESS

**Liveliness**, promotion, and animation are fundamental resources for the valorization of the city center. To create events with cultural and commercial vocation with high standards of quality and appeal it is necessary to work in strong cohesion with the territorial stakeholders - economic operators, residents, city-users; moreover a particular attention should be paid to tourism.

A structured and shared program of events has a strong strategic relevance and can bring enormous benefits to Mantova HBA, which aims to become the **beating heart of the provincial territory**. Another parameter that an effective management of the HBA can not underestimate is **sustainability**. In this regard, the Municipality of Mantova is a partner of *C-Change - Arts & Culture Leading Climate Action in Cities*. This project transfers good practices developed by the *Manchester Arts Sustainability Team (MAST)* to the project partner cities, to mobilize and sensitize the art and culture sector on the **topic of climate change**.

The project will support partner cities in the development and implementation of:

- local policies such as plans to reduce CO2 emissions and to adapt cities to climate changes. These policies are focused on cultural organizations and their activities;
- strategic plans aim to the involvement of citizens on environmental issues through the collaboration of the artistic and cultural sector; models and strategies that can be replicated in other cities.

THE GENERAL  
FRAMEWORK AND  
THE METHODOLOGY

C-Change is a “transfer” network: the partner cities incorporate the good practices developed by the head-row city, to achieve concrete improvements through new plans and EU climate and energy goals for 2020. C-Change is an opportunity to develop and **implement environmental policies** intended to the artistic and cultural sector. The aim is to **reduce the environmental impact** and implement **awareness** in the community about this topic.

**MAPPING OF  
LOCAL RESOURCES**

The following tables show the lists of stakeholders to be involved in the topic of liveliness, with specific reference to C-Change project.

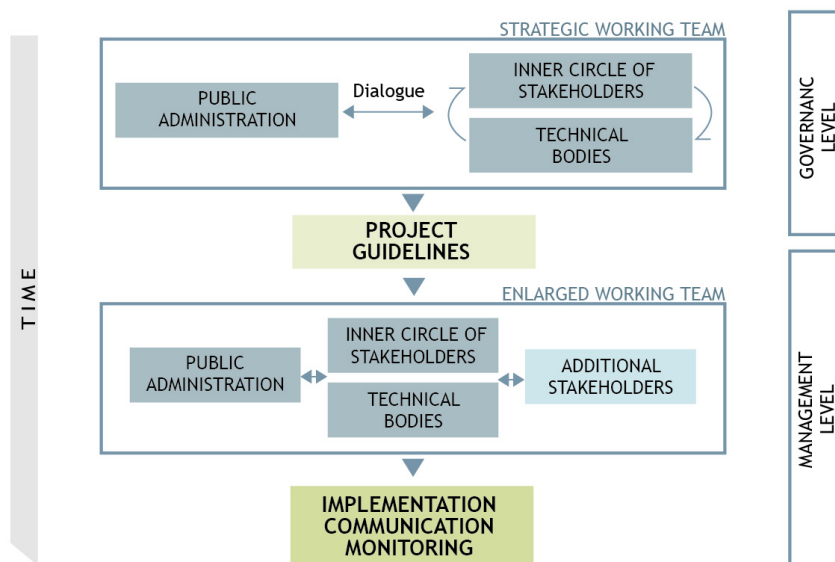
INVOLVEMENT AT THE GOVERNANCE LEVEL		
TYPE	WHO	HOW
Institutional	<ul style="list-style-type: none"> <li>• Municipality of Mantova: Ufficio Progetti, Lavori pubblici, Sportello Unico, Ufficio UNESCO, Settore ambiente, Settore cultura</li> <li>• Parco del Mincio</li> </ul>	<ul style="list-style-type: none"> <li>• Working tables functional to the drafting of the project</li> <li>• Sessions with a trainer that increases the level of "carbon literacy" of the stakeholders (peer learning based model)</li> <li>• Focus groups divided according to the main characteristics of the stakeholders and the results they can achieve</li> <li>• Codesign session to draft the strategy, to allow the inclusion of the best practice and to implement the project's actions</li> </ul>
Public-Private	<ul style="list-style-type: none"> <li>• Fondazione Palazzo Te</li> <li>• Società Cooperativa Consortile Impresa Sociale Pantacon</li> <li>• Orchestra da Camera di Mantova</li> <li>• Associazione artistica e culturale Segni d'infanzia</li> <li>• Comitato Festivaletteratura</li> <li>• Fondazione Le Pescherie di Giulio Romano</li> <li>• Fondazione Alberti</li> <li>• Associazione Per il Parco</li> <li>• Parcobaleno</li> <li>• Labter-Crea Mantova</li> <li>• A.G.I.R.E. Agenzia per la Gestione Intelligente delle Risorse Energetiche Società a R.L.</li> <li>• Media Locali e nazionali</li> </ul>	

INVOLVEMENT AT THE MANAGEMENT LEVEL		
TYPE	WHO	HOW
Public-Private	<ul style="list-style-type: none"> <li>• Hoteliers Association, B&amp;B and AConsorzio Agrituristico Mantovano</li> </ul>	<ul style="list-style-type: none"> <li>• Project presentation meetings</li> <li>• Organization of thematic working tables</li> </ul>
Private	<ul style="list-style-type: none"> <li>• Companies organizing events in the HBA: Inside Out Agency, Green Eventi</li> <li>• Private, profit, cultural and communication services: Verona 83, Prima Services, Associazione Guide Turistiche Mantova</li> <li>• Trade, Crafts and Industry Trade Associations</li> <li>• Strada dei Vini e dei Sapori</li> </ul>	
Community	<ul style="list-style-type: none"> <li>• Residents</li> <li>• City-users</li> </ul>	

The public administration is currently developing the C-Change project strategic phase. The stakeholders to be involved in the management and monitoring phases could vary and be implemented over time.

Also in this case, the trade-off mechanism is based on ongoing dialogue with various stakeholders and it must include the most influential cultural and commercial operators and the key sector's representatives of the Municipality of Mantova. The stakeholders' involvement is cross-sectoral and multidisciplinary, in order to create events that could catalyze the attention of different targets and deal with various issues.

**DESCRIPTION OF THE TRADE-OFF MECHANISM**



**GOVERNANCE LEVEL**

In the governance phase of C-Change project, the stakeholders' involvement is cross-sectoral (with a focus on culture and environment) and includes: different offices of the Municipality of Mantova - culture, environment, projects -, various bodies and associations operating in different fields and with diversified objectives and a series of expertise that are complementary to the achievement of the project objectives. Through dialogue, working groups and interviews, the next step is focusing on the type of contribution the different stakeholdes can guarantee. Since C-Change is a transfer network, the working method must incorporate the good practice developed by Manchester, through training sessions that can



increase the level of “carbon literacy” in the stakeholders. The training session turns the stakeholders into trainers, who can in turn disseminate the use of good practices through a model based on peer learning. The stakeholders’ involvement takes place through different focus groups divided according to the main characteristics of the stakeholders and the results they can achieve (eg cultural events, cultural places group). The groups will also be involved in the co-design phase for the drafting of the enhancement and implementation strategy.

#### **MANAGEMENT LEVEL**

The management phase is a work in progress. During the development of the project, the stakeholders’ involvement opens to a greater number of subjects. Some of them will also be involved in communication activities and monitoring tools.



CHAPTER 5

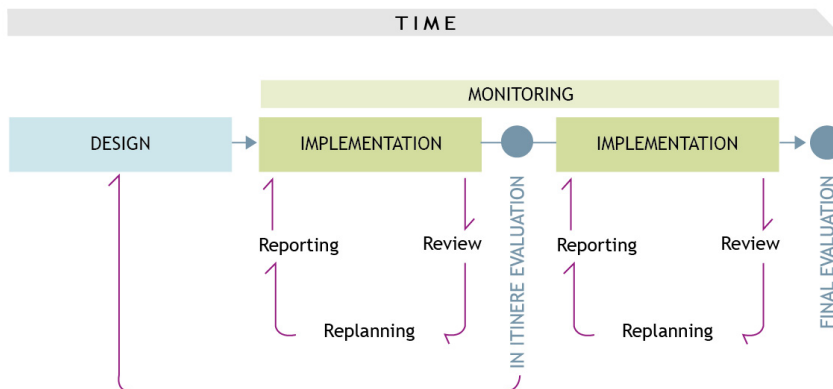
# MONITORING AND RESULTS



The **monitoring phase** and the **results evaluation** are fundamental steps in the HBA planning. They have to be integrated into all phases of a project, from the planning to the implementation phase and beyond.

**Monitoring** is the systematic process of collecting, analyzing and using information to track a project’s progress toward reaching its objectives and to guide management decisions. Monitoring usually focuses on processes, such as when and where activities occur, who delivers them and how many people or entities they reach. Monitoring is conducted after a project has begun and continues throughout the project implementation period. Monitoring is sometimes referred to as process, performance or formative evaluation.

**Evaluation** focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack of achievements. Evaluation aims at determining the relevance, impact, effectiveness, efficiency and sustainability of interventions and the contributions of the intervention to the results achieved.



In the **participatory projects** mentioned above, monitoring takes place during the management phase. Its aim is to collect the project progress in a continuous and systematic way. Even though the monitoring and evaluation system should be set up during the strategic planning and design phase, evaluations are - contrary to monitoring that is done continuously during the whole implementation period - done at certain specific times in the project cycle. Evaluation is carried out in two steps: *in itinere*, (the focus here is on looking at the progress and performance of the project and identifying changes in the environment that might

affect its effectiveness) and at the end of the project (also known as ex-post evaluation, the focus in this case is on reviewing the whole cycle within the context of its background, objectives, results, activities and inputs).

Monitoring activities presuppose: a systematic process of review, a re-planning process and a reporting system. In order to be effective, monitoring must meet different conditions:

- it must be outlined in the initial phase of the project;
- it must be structured with concrete indicators;
- it must be planned in critical and crucial moments;
- it must ensure the stakeholders' involvement and participation.





# LINEE GUIDA

## OTTOBRE 2018, MANTOVA



— DT 1.3.2. —  
Linee Guida Locali





# INDICE

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## PREMESSA

Le città storiche devono trovare un bilanciamento tra preservare e salvaguardare l'integrità del patrimonio culturale e garantire una fruizione in grado di rispondere alle esigenze della società contemporanea. In questo senso, la progettazione e la gestione urbana devono tener conto delle esigenze di tutti gli attori che vivono la città - residenti, fruitori e turisti - per poter proteggere il valore storico e artistico e, al contempo, rafforzare la vivacità e l'accoglienza.

La gestione sostenibile dei centri storici è una tematica forte non solo in Italia ma anche a livello europeo. Il patrimonio culturale rappresenta tutte quelle cose, quei luoghi e quelle pratiche che definiscono chi siamo come individui e come comunità, oltre a costituire un cardine per l'attrattività.

Questo documento nasce da una visione che ha portato il Comune di Mantova a guidare una partnership europea alla ricerca di soluzioni innovative per una gestione sostenibile dei centri storici a livello economico, ambientale e sociale. L'obiettivo è far sì che le nostre città possano diventare un riferimento fortemente attrattivo per i turisti e un polo attrattore per i residenti evitando così fenomeni di spopolamento e desertificazione.

Mantova ha lavorato per sviluppare un nuovo modello di gestione condiviso, interdisciplinare e multi-livello che mette al centro: la partecipazione tra diverse tipologie di attori urbani, la condivisione di conoscenze, competenze e informazioni e, infine, la collaborazione nello sviluppo di azioni per una gestione efficace degli spazi cittadini. Il contenuto di queste linee guida vuole diventare uno strumento utile per una pianificazione strategica delle attività urbane, capace di coniugare più discipline e attori verso il fine ultimo di avere una città vivibile, accessibile e animata, per tutti.

*Adriana Nepote  
Assessore all'Università e Ricerca, Innovazione,  
Coordinamento Ufficio Progettazione Europea  
Comune di Mantova*

PREMESSA  
ISTITUZIONALE

**LINEE GUIDA:  
COSA SONO E  
IL LORO RUOLO**

Questo documento rappresenta un manuale di indirizzo nella progettazione, valorizzazione e conservazione sostenibile del centro storico di Mantova. Le linee guida derivano da un processo partecipato, riguardante l'Europa Centrale, nato all'interno del progetto BhENEFIT e sono il risultato, calato nel territorio, di una strategia per lo sviluppo sostenibile dei centri urbani. La strategia, elaborata e condivisa a livello centro-europeo, è basata su un **approccio integrato, multidisciplinare e partecipato**. Partendo dalla strategia comune, ogni partner di progetto, ha elaborato linee guida specifiche che presentano caratteristiche peculiari, essendo fortemente radicate al territorio al quale appartengono. Le linee guida sono uno strumento che si integra a progetti e piani già sviluppati e fungono da supporto a progettualità ancora da sviluppare dalle singole amministrazioni comunali. Contengono:

- vision, mission e obiettivi generali;
- attori coinvolti, tempi e modalità di partecipazione;
- meccanismi decisionali e caratteristiche dell'approccio partecipativo e multidisciplinare.



CAPITOLO 1

# VISION E MISSION DEL CENTRO STORICO COSTRUITO DI MANTOVA



## 1.1. VISION

**Il centro storico costruito di Mantova si propone di diventare, nel medio e lungo periodo, sempre più vivibile e frequentato da residenti, fruitori e turisti, con l'obiettivo generale di poter essere considerato il vero e proprio cuore pulsante del territorio mantovano ed essere vissuto appieno come risorsa culturale, sociale ed economica.**

Mantova è una città storica tutelata, il cui centro è Patrimonio mondiale dell'Umanità protetto dell'UNESCO, ma al tempo stesso è proiettata nella contemporaneità. Per superare lo status di "città d'arte gioiello del passato", è necessario far dialogare il vecchio e il nuovo, le necessità contemporanee e la fruizione del centro con la conservazione dell'autenticità del patrimonio e delle sue caratteristiche storiche, trovando il giusto equilibrio e dando nuovo spazio alla comunità. In questa visione integrata, il *focus* è in primo luogo sui residenti e sulle loro necessità.

## 1.2. MISSION

Per poter diventare il cuore pulsante della vita cittadina e delle sue funzioni, il centro storico di Mantova deve saper trovare il giusto equilibrio tra animazione e rispetto del valore storico dei luoghi, tra risorse e risultati, tra ruolo delle istituzioni e dialogo con gli stakeholder, tra dinamismo dei cittadini e opportunità di collaborazione. Mantova si propone di seguire **tre ambiti di valorizzazione** per l'area del centro storico:

- 1. RIGENERAZIONE URBANA:** interventi urbanistico-edilizi e iniziative sociali volti alla riqualificazione dell'ambiente costruito, con una particolare attenzione a pratiche di riuso e valorizzazione di spazi abbandonati - pubblici e privati - e alla conservazione del patrimonio architettonico dal valore storico-culturale;
- 2. ACCESSIBILITÀ E MOBILITÀ:** sistemi e modalità di accesso al centro storico costruito, mobilità sostenibile ed efficiente, fruibilità dei luoghi;
- 3. ANIMAZIONE:** attività culturali e commerciali capaci di vivacizzare il centro storico promuovendo esperienze rivolte a residenti,

fruitori e turisti.

Il filo conduttore ricorrente all'interno di questi macro-ambiti risiede nell'applicazione di un **approccio integrato e partecipato**, capace di valorizzare e mettere in primo piano una nuova consapevolezza, nella comunità, del patrimonio a disposizione e dare maggiore rilievo ai cittadini. Nei centri storici, all'interno della dinamica urbana, la vera sfida è trovare una **giusta e bilanciata interazione tra residenti, fruitori e turisti**.

In quest'ottica, il turismo deve essere visto come una risorsa e, attraverso un continuo contatto e scambio, deve diventare una ricchezza sia per il viaggiatore, sia per il territorio ospitante.

Una maggiore consapevolezza dei cittadini, una migliore gestione urbana per i fruitori, la sfida del turismo sostenibile sono tutti aspetti che puntano nella stessa direzione: **la valorizzazione sostenibile del centro storico costruito di Mantova da percepire e vivere come Bene Comune di cui prendersi cura**.





CAPITOLO 2

# APPROCCIO PARTECIPATO



## 2.1. APPROCCIO PARTECIPATO IN TERMINI GENERALI

Per una gestione sostenibile del centro storico di Mantova, l'approccio integrato, partecipativo e multi-disciplinare rappresenta una buona pratica da attuare in modo trasversale in progettualità riguardanti ambiti diversificati. Questa tipologia di approccio implica il **coinvolgimento attivo di stakeholder, risorse tecniche e potenziali beneficiari dalla fase strategica sino all'attuazione, monitoraggio, implementazione, adeguamento e valutazione**. Il coinvolgimento varia a seconda della tematica o della progettualità e si basa sulla **costituzione di cabine di regia** che, attraverso tavoli di lavoro, definiscono obiettivi generali, azioni e attività. La cabina di regia operativa nella fase iniziale, generalmente, è ristretta alla cerchia degli stakeholder istituzionali, per poi allargarsi, nello svolgersi delle fasi progettuali, agli stakeholder aggiuntivi comprendenti gli enti e le aziende del territorio, le competenze tecniche specializzate, la società civile organizzata e la comunità di riferimento.

## 2.2. COINVOLGIMENTO DEGLI STAKEHOLDER

Nelle seguenti tabelle vengono riportati i principali stakeholder da coinvolgere e consultare in progettualità riguardanti il centro storico costruito di Mantova. Come specificato nella strategia condivisa prodotta a livello di Europa Centrale, i soggetti sono stati suddivisi in due macro-categorie: **stakeholder istituzionali e stakeholder aggiuntivi**. In linea di massima, gli istituzionali vanno coinvolti nella fase strategica di progettazione attraverso la costituzione di cabine di regia e tavoli di lavoro, mentre gli aggiuntivi hanno un ruolo chiave nella seconda fase relativa al management. Questa suddivisione non deve essere intesa in termini rigidi e assoluti, spesso, infatti, è fondamentale l'apporto di alcuni stakeholder aggiuntivi già nella fase progettuale strategica. Queste tabelle rappresentano un quadro generale di tutti gli stakeholder che agiscono sul centro storico di Mantova. A seconda del filone tematico da sviluppare - rigenerazione urbana, accessibilità e mobilità, animazione - si dovrà valutare quali stakeholder coinvolgere in base alle competenze

e capacità necessarie. L'elenco di seguito proposto risulta aperto a future implementazioni.

STAKEHOLDER ISTITUZIONALI	
TEMPISTICHE: COINVOLGIMENTO NEL PROCESSO DI GOVERNANCE	
SOGGETTI	MODALITÀ DI COINVOLGIMENTO
Comune Sabbioneta	<ul style="list-style-type: none"> <li>• Costituzione di una cabina di regia</li> <li>• Supporto nella raccolta dati sul territorio</li> <li>• Organizzazione periodica di tavoli di lavoro funzionali alla stesura del progetto</li> </ul>
Comuni della Grande Mantova	
Regione Lombardia	
Provincia di Mantova	
Camera di Commercio di Mantova	
Enti cultura e beni culturali: MIBAC - Soprintendenza, Palazzo Ducale, Musei del Polo Museale Regionale	
Parco del Mincio	
Enti erogatori: Cariplo, Cariverona, BAM, Comunità Mantovana	
Gruppo servizi pubblici: TEA, Trenitalia, FSI, ACI, APAM	
Istituzioni culturali private <sup>*1</sup>	
Cooperative, Fondazioni, Associazioni culturali pubblico-private <sup>*2</sup>	

<sup>\*1</sup> La voce *Istituzioni culturali private* include enti, musei o soggetti gestori di monumenti con rilevanza pubblica. Ne fanno parte: Diocesi di Mantova; Fondazione Le Peschiere di Giulio Romano; Fondazione Palazzo Te; Associazione Amici di Palazzo Te e dei Musei Mantovani; Fondazione d'Arco; Galleria Museo Palazzo Valenti Gonzaga; Associazione per i Monumenti Domenicani; Museo Tazio Nuvolari; Comunità ebraica di Mantova; Fondazione Banca Agricola Mantovana; Condominio Teatro Sociale di Mantova; Museo Vigili del Fuoco Mantova.

<sup>\*2</sup> La voce *Cooperative, Fondazioni, Associazioni culturali pubblico-private* include: Fondazione Artioli. Mantova Capitale Europea Dello Spettacolo; Comitato Festivaletteratura; Orchestra da Camera di Mantova; Associazione artistica e culturale Segni d'infanzia; Fondazione Centro Studi Leon Battista Alberti; Istituto Mantovano di Storia Contemporanea; Associazione Amici di Palazzo Te e dei Musei Mantovani; Mantova Musica; Associazione Per il Parco; La Condotta Slow Food Mantova.

STAKEHOLDER AGGIUNTIVI	
TEMPISTICHE: COINVOLGIMENTO NEL PROCESSO DI MANAGEMENT	
SOGGETTI	MODALITÀ DI COINVOLGIMENTO
Politecnico di Milano - Polo territoriale di Mantova	<ul style="list-style-type: none"> <li>• Incontri di presentazione e condivisione delle progettualità</li> <li>• Organizzazione di tavoli di lavoro tematici</li> <li>• Organizzazione di interviste e somministrazione di questionari</li> </ul>
Fondazione Università di Mantova	
Istituti Scolastici	
CSV Mantova	
Stampa locale	
Ordini professionali: Architetti, Geometri, Ingegneri	
Associazioni di Categoria del Commercio, Artigianato e Industria	
Strada dei Vini e dei Sapori	
Associazioni e Cooperative di teatro	
Associazioni culturali e di promozione sociale	
Associazioni, Cooperative ed enti sensibili alla tematica ambientale <sup>*3</sup>	
Imprese organizzatrici di eventi in centro storico: Inside Out Agency, Green Eventi	
Cinema locali: Carbone, Mignon, Ariston	
Conservatorio di Musica "Lucio Campiani"	
Società Cooperativa Consortile Impresa Sociale Pantacon	
ASTER - Agenzia Servizi al Territorio srl	
Associazione di promozione sociale RUM	
Ri-animazione Urbana Mantova	
Unione Piccoli Proprietari Immobiliari	
Agenzie immobiliari	
Ance Mantova - Collegio costruttori edili della Associazione industriali della provincia di Mantova	
Associazione Albergatori, B&B e Consorzio Agriturismo Mantovano	
Privati profit di servizi culturali e comunicazione: Verona 83, Prima Services, Associazione Guide Turistiche Mantova	

<sup>\*3</sup> La voce *Associazioni, cooperative ed enti sensibili alla tematica ambientale* include: WWS Sezione Mantova, Associazione Per il Parco, Coalizione Mantovana per il Clima, Labter Crea, Parcobaleno; Comitato Mantova Acqua, Ambiente, Territorio, Legalità; FAI Mantova; Mantua Mothers; Resilienza Verde; Associazione Ambiente & Sviluppo; S.U.N.I.A. - Sindacato Unitario Nazionale Inquilini e Assegnatari Federazione di Mantova; Bioanch'io Società cooperativa; Legambiente; Federazione Italiana Pesca Sportiva; Associazione Mantova Italia Nostra; Associazione eQual; Comitato Aria Pulita; Circolo Arci Fuzzy; Associazione Gli Scarponauti; LAV Mantova; FIAB - Federazione Italiana Amici della Bicicletta; Sezione Scout CNGEI di Mantova.

## 2.3. COLLABORAZIONE INTERNA

L'approccio partecipativo, in relazione alle dinamiche interne alla pubblica amministrazione, ha subito un'evoluzione nel tempo grazie allo sviluppo dei **progetti intersettoriali**.

La partecipazione e il coinvolgimento di attori urbani di rilievo è una pratica da sempre attuata. In passato, ogni settore era caratterizzato da un rapporto privilegiato con specifici stakeholder: la partecipazione e il dialogo venivano attuati con modalità settoriali, autoreferenziali e verticistiche.

Nel caso di Mantova, lo sviluppo dei progetti intersettoriali e la conseguente messa a sistema delle singole politiche si sono tradotti nell'adozione di un **approccio partecipato e multi-attoriale integrato tra settori diversificati**. Politiche, piani e progettualità devono, infatti, considerare la dimensioni urbana nel suo complesso, valutando contemporaneamente i fattori ambientali, culturali, economici e sociali dello sviluppo urbano. Si è passati dall'approccio partecipativo settoriale a un modello **intersettoriale**, da un sistema verticale a un sistema **orizzontale** basato sulla collaborazione e condivisione di metodologie, relazioni e tematiche.



### CAPITOLO 3

# CONDIVISIONE DELLE RISORSE E MECCANISMO DI TRADE-OFF





Questo capitolo delle Linee Guida si suddivide in tre paragrafi, corrispondenti ai filoni tematici individuati: **rigenerazione urbana, accessibilità e mobilità, animazione.**

In ciascun paragrafo viene descritta la **metodologia di lavoro e l'approccio da utilizzare** attraverso lo studio di **progetti sperimentali e all'avanguardia** che il Comune di Mantova sta sviluppando. Nel dettaglio vengono descritti: il progetto BhENEFIT per l'ambito della rigenerazione urbana, il PUMS - Piano Urbano Mobilità Sostenibile per la tematica della mobilità e accessibilità e il progetto C-Change per il filone tematico dell'animazione.

Attraverso questi progetti concreti attinenti agli ambiti in cui si concentra l'azione per lo sviluppo del centro storico, si è cercato di comprendere quali stakeholder coinvolgere, definire le modalità di coinvolgimento e astrarre la **metodologia di lavoro da applicare in progettualità future.**

### 3.1. RIGENERAZIONE URBANA

Il centro storico di Mantova è caratterizzato da un'alta concentrazione di vincoli distribuiti su due fronti: da una parte i vincoli paesaggistici, determinati dalla bellezza di insieme della città e dalla presenza dei laghi, dall'altra i circa cinquecento edifici tutelati direttamente dal *Codice dei Beni Culturali* in quanto beni di interesse storico-monumentale. Si tratta di un patrimonio irripetibile, di estrema importanza e di inestimabile valore ricompreso all'interno del perimetro UNESCO o nell'area *buffer*. Ad oggi, la valorizzazione di tale patrimonio risulta complessa a causa del **fenomeno di desertificazione** che sempre più colpisce il centro storico e il conseguente stato di abbandono, o talvolta di degrado, di spazi pubblici o edifici caratterizzati da proprietà parcellizzate. A partire da questo contesto, tra i temi di maggiore rilevanza per una gestione sostenibile del centro storico, occorre progettare azioni che favoriscano **l'insediamento di nuovi residenti, di nuove attività e di nuovi servizi compatibili con i caratteri di tutela del patrimonio culturale della città.**

CONTESTO  
GENERALE E  
METODOLOGIA  
UTILIZZATA

Pertanto, uno dei temi principali su cui si concentra l'azione pilota per il centro storico di Mantova è relativo alla **rigenerazione urbana**, ambito introdotto sia dal disegno di legge a livello nazionale, sia dalle

leggi regionali. Nel caso di Regione Lombardia, la L.R.31/2014, nata per lo più con l'obiettivo di contrastare il fenomeno del consumo di suolo, introduce anche, dal punto di vista normativo, la necessità di individuare il patrimonio sottoutilizzato o dismesso e di coordinare interventi per la sua valorizzazione che includano iniziative sociali e, di conseguenza, la partecipazione attiva dei cittadini come attori della riqualificazione. A seguire, nel giugno 2018, la D.G.R. 207 nella quale si afferma che la rigenerazione urbana ha come obiettivo il miglioramento della qualità urbana intesa sia come costruito che come qualità di vita degli abitanti.

Risulta quindi di particolare importanza, a partire dall'analisi delle criticità e dalla loro rilettura, definire delle linee guida che, nel rispetto del valore del patrimonio costruito, siano in grado di sollecitare il riutilizzo di aree o edifici sottoutilizzati, inutilizzati o abbandonati coinvolgendo la comunità locale. Questi luoghi, unitamente al miglioramento della qualità dello spazio pubblico, rappresentano delle concrete opportunità di rinascita del centro storico. È naturale presupposto che alla base di tutte le azioni e di ogni strumento legislativo si collochino la conoscenza dei fenomeni di abbandono, del conseguente degrado e della reale consistenza e collocazione del problema. Dal punto di vista operativo, è quindi imprescindibile l'individuazione degli elementi atti a definire le situazioni esistenti e, successivamente, le politiche di rigenerazione da attuare.

Nel caso di Mantova, all'interno del progetto BhENEFIT, di cui il Comune di Mantova è capofila, la mappatura di edifici o di aree emblematiche in relazione alla tematica della rigenerazione urbana è attuata con **modalità integrate** ed è composta sia dai **dati tecnici rilevati *in loco***, sia dalle **percezioni delle problematiche e delle opportunità segnalate dalla cittadinanza** attraverso l'ideazione di una specifica **piattaforma GIS - Geographic Information System** per permettere un'interazione facilitata e diretta con l'amministrazione comunale.

I dati tecnici raccolti sono a loro volta di due provenienze: l'una affidata ai rilievi di professionisti, l'altra trasferita dagli uffici pubblici o da loro affidatari. Questi dati si riferiscono agli usi, all'abbandono del patrimonio, allo stato di conservazione, alle infrazioni realmente riscontrate sul territorio e agli interventi autorizzati o meno sul patrimonio.

La raccolta dei dati da diverse fonti, la collocazione su mappa e l'incrocio

dei diversi tematismi rilevati, hanno due principali obiettivi. Il primo è l'individuazione degli ambiti da proporre per le azioni di rigenerazione urbana; il secondo, lo stabilire delle linee più generali di intervento che, partendo dalle problematiche riscontrate, potranno dare un concreto apporto per la loro graduale risoluzione.

La mappa risultante, con la rappresentazione del “degrado” percepito o reale incrociato con il rilievo dei caratteri fisici del costruito e con lo stato di conservazione, mira a classificare le differenti tipologie di ambiti omogenei in termini di caratteristiche architettoniche, funzionali, di assetto proprietario e giuridico, tali da consentire la definizione di possibili politiche e percorsi di rigenerazione in linea con le reali vocazioni del patrimonio. Ulteriori e futuri obiettivi sono: la previsione di agevolazioni volte a favorire la rinascita e la valorizzazione della città e del suo patrimonio edilizio, il miglioramento della sicurezza e della fruizione dei luoghi e l'implementazione di servizi e di attrazioni culturali e turistiche.

Raggiunti tali obiettivi, affinché il progetto sia valido sul lungo periodo, è prevista la definizione di un **piano di monitoraggio** che consenta di verificare e controllare l'evolversi delle condizioni del centro storico costruito e offra la possibilità, qualora l'evolversi dello stato dell'arte lo richieda, di modificare le politiche in essere.

Gli stakeholders coinvolti nell'ambito della rigenerazione urbana, con particolare riferimento al progetto BhENEFIT e alle azioni di ideazione, sviluppo, realizzazione e utilizzo della piattaforma web GIS, sono riportati nelle tabelle seguenti.

## MAPPATURA DELLE RISORSE LOCALI

COINVOLGIMENTO NELLA FASE STRATEGICA DI COSTRUZIONE DELLE PROGETTUALITÀ (GOVERNANCE)		
TIPOLOGIA	STAKEHOLDER	MODALITÀ
Istituzionale	<ul style="list-style-type: none"> <li>• Uffici del Comune di Mantova: Urbanistica, Lavori Pubblici, UNESCO, Ambiente, Sportello Unico</li> <li>• Soprintendenza</li> </ul>	<ul style="list-style-type: none"> <li>• Tavoli di lavoro funzionali alla stesura del progetto e all'individuazione dei dati esistenti</li> <li>• Fase di design interna all'ufficio Urbanistica</li> </ul>
Pubblico-privato	<ul style="list-style-type: none"> <li>• TEA Spa</li> <li>• Mantova Ambiente</li> <li>• ASTER - Agenzia Servizi al Territorio srl</li> </ul>	

COINVOLGIMENTO NELLA FASE DI ATTUAZIONE E MONITORAGGIO (MANAGEMENT)		
TIPOLOGIA	STAKEHOLDER	MODALITÀ
Istituzionale	<ul style="list-style-type: none"> <li>• Provincia di Mantova</li> <li>• Ministero dei beni e delle attività culturali e del turismo</li> <li>• Gestori di musei e monumenti</li> <li>• Distretto Culturale Le Regge dei Gonzaga</li> </ul>	<ul style="list-style-type: none"> <li>• Condivisione dati</li> <li>• Ottenimento delle segnalazioni da parte della comunità</li> <li>• Elaborazione dei dati rilevati (sia dei dati tecnici rilevati dagli uffici comunali, sia dei dati "percepiti" segnalati dalla comunità)</li> <li>• Definizione di strategie di intervento</li> </ul>
Pubblico-privato	<ul style="list-style-type: none"> <li>• Ordini professionali *</li> </ul>	
Comunità	<ul style="list-style-type: none"> <li>• Residenti</li> <li>• Fruitori</li> <li>• Associazioni del territorio</li> </ul>	

\* Enti pubblici non economici di diritto privato

#### MESSA A SISTEMA DELLE RISORSE E MECCANISMO DI TRADE-OFF

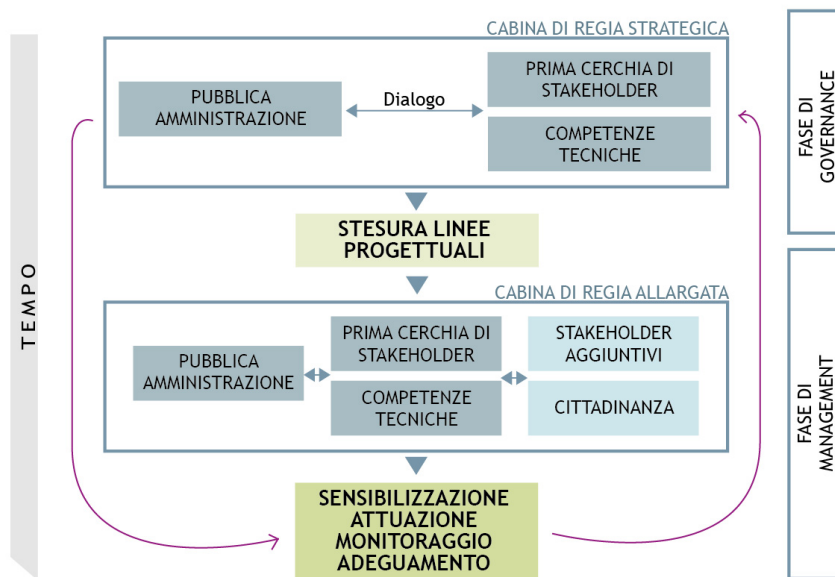
Il meccanismo di trade-off, nei processi di rigenerazione urbana, deve basarsi sull'applicazione di un approccio partecipativo e multi-disciplinare sia nella fase strategica, che nella fase di attuazione e monitoraggio. In particolare, la creazione di piani di monitoraggio e il coinvolgimento, attraverso diversi livelli, di stakeholders istituzionali, aggiuntivi e della comunità locale, permette la creazione di un **sistema circolare di progettazione** che, rilevando necessità e problematiche, riesce a modificare in corso d'opera strategie o azioni già precedentemente approvate, qualora queste risultassero poco efficaci o necessitassero di aderire meglio al contesto di applicazione.

#### FASE DI GOVERNANCE

Nel caso specifico, per la creazione della piattaforma GIS, nella fase strategica è stato adottato un approccio integrato e partecipato basato sulla creazione di tavoli di lavoro a cui ha partecipato una prima cabina di regia composta da attori istituzionali: i diversi uffici comunali coinvolti nella materia (Lavori Pubblici, Ambiente, Urbanistica, UNESCO Sportello Unico), la Soprintendenza e gli stakeholder pubblico-privati quali Tea SPA, Mantova Ambiente e ASTER srl. I tavoli di lavoro, strutturati in diversi incontri, sono stati funzionali all'individuazione delle tematiche oggetto di studio a partire da un'analisi e dall'incrocio dei dati esistenti. Una volta individuato l'ambito progettuale - ovvero il rilevamento della percezione del degrado - grazie al supporto di competenze tecniche specifiche, è iniziata la creazione della piattaforma GIS.

## FASE DI MANAGEMENT

Nella fase successiva, gli stessi attori urbani della cabina di regia strategica, diventano parte di una platea più ampia che si apre a tutti i soggetti coinvolti nella gestione e fruizione del centro storico - istituzionali, pubblico-privati, privati, cittadini. L'obiettivo, previa sensibilizzazione, è un vasto coinvolgimento al fine di popolare la piattaforma GIS attraverso l'inserimento dei dati tecnici e delle segnalazioni sul degrado percepito effettuate dalla comunità locale. Infine, l'ultima fase riguarda l'incrocio e lo studio dei dati rilevati per individuare le aree che necessitano di un intervento di rigenerazione e per definire delle linee guida di intervento. I dati presenti nella piattaforma e il loro aggiornamento vengono costantemente monitorati dalla pubblica amministrazione che, in tempo reale, può ridefinire strategie, azioni e attività in base alle rilevazioni emerse, in un processo ciclico in continua evoluzione.



## 3.2 ACCESSIBILITÀ E MOBILITÀ

CONTESTO  
GENERALE E  
METODOLOGIA  
UTILIZZATA

Rendere il centro storico di Mantova più accessibile e migliorarne la mobilità in ottica sostenibile è un traguardo che l'amministrazione locale sta tentando di raggiungere con un approccio integrato, mettendo a sistema diversi stakeholder, professionisti e cittadini.

Le seguenti domande consentono di chiarire ulteriormente la portata ampia della materia ma anche gli ambiti sui quali si è iniziato ad agire con politiche, strategie, strumenti e soluzioni. Una città accessibile è semplice da fruire? È percepita come sicura? È smart? È alla portata di tutti? È facilmente raggiungibile da diversi mezzi di trasporto? Propone servizi ecologicamente sostenibili? Ha un carattere inclusivo nei riguardi dei residenti e dei lavoratori?

La metodologia di azione che verrà descritta all'interno di questo paragrafo, farà riferimento all'area del centro storico; risulta però necessario porre come premessa che accessibilità e mobilità sono tematiche che vanno affrontate in un'ottica generale e spazialmente ampia che si estende ai confini della Grande Mantova.

Il Comune di Mantova ha deciso di dotarsi di nuovi strumenti per il **raggiungimento di una mobilità e accessibilità sostenibile**: il Piano Urbano della Mobilità Sostenibile (**PUMS**) contenente azioni di medio-lungo termine che verranno poi programmate con precisione nel Piano Urbano del Traffico (**PUT**) da verificare e aggiornare ogni due anni. Si tratta di una programmazione destinata a promuovere una mobilità sostenibile ed efficiente, conseguendo gli obiettivi europei legati alla tutela ambientale e alla qualità della vita dei cittadini. Il PUMS pone al centro le persone e la soddisfazione delle loro esigenze di mobilità, seguendo un **approccio trasparente e partecipativo che prevede il coinvolgimento attivo dei cittadini e di altri portatori di interesse fin dall'inizio del suo processo di definizione**.

Gli obiettivi generali definiti dal PUMS puntano a:

- una città accessibile e semplice da frequentare;
- un sistema di trasporto più sostenibile;
- luoghi di qualità per residenti e visitatori;
- una mobilità più sicura per tutti;
- una nuova consapevolezza.

Un focus particolare viene fatto sul **centro storico**, l'**obiettivo è percepirlo e renderlo a tutti gli effetti una grande area qualitativamente**

### **funzionale per la mobilità attiva.**

In particolare, le analisi di domanda e offerta di mobilità (spostamenti, ripartizione modale e propensione al suo cambiamento, etc.), effettuate per la predisposizione del piano, hanno evidenziato alcuni temi di riflessione interessanti soprattutto per il centro storico.

- In primo luogo, la sua forte **attrattività**: il centro storico rappresenta, infatti, la meta per più del 60% degli automobilisti che entrano a Mantova dalle porte della città. Questa informazione analitica riscrive la percezione che il traffico, che grava sulla città, sia prevalentemente di attraversamento, spingendo a ricercare soluzioni per l'ultimo miglio sia in termini di sosta che di mobilità attiva;
- la rilevanza percentuale sul totale degli **spostamenti di lunghezza inferiore ai 4 km** effettuati in auto e in area urbana che tipicamente potrebbero essere effettuati utilizzando un **mezzo più sostenibile** quale la bicicletta. Questo spinge a riflettere sull'opportunità di rendere più "convenienti" gli spostamenti con tale mezzo sia incrementando la sicurezza, la continuità e la semplicità di lettura dei percorsi, sia rendendo più evidente il costo, per il singolo e per la collettività, di scelte poco sostenibili;
- la **centralità del tema della sosta**, connessa da una parte alla necessità di offrire un servizio efficiente e adeguato alle differenti categorie di utenti che accedono al centro storico (residenti, lavoratori e visitatori che esprimono rispettivamente esigenze di prossimità, sosta lunga e sosta breve) e dall'altra al valore dello spazio pubblico del centro.

In ragione di quanto sopra, il piano dettaglia una serie di strategie, tra cui la necessità di:

- **potenziare i parcheggi** di attestamento esistenti (Campo Canoa e Piazzale Montelungo) e i servizi ad essi connessi, di integrarli con ulteriori aree a sosta libera esterne al centro storico;
- **ampliare l'offerta di posti auto** sia in ZTL che a pagamento e di articolare meglio il sistema della sosta a pagamento in ragione delle esigenze (di numero e di flessibilità) delle diverse tipologie di utenti;
- intervenire sugli spazi urbani del centro per assicurare, ove possibile, una **maggiore sicurezza** per la mobilità attiva;
- **rivedere il piano della mobilità ciclabile** per adeguarlo ai principi

- e alle priorità indicate nel PUMS;
- **integrare la rete di ciclabili** di accesso alla città dai comuni limitrofi in modo da permettere una maggiore accessibilità ciclabile.

Ulteriori temi di riflessione del PUMS rilevanti anche per il centro storico sono:

- **l'accessibilità alle scuole**, e in particolare alle scuole primarie e secondarie di primo grado collocate in centro e sulle quali sono già state avviate nel 2016- 2017 delle sperimentazioni;
- **il rifornimento delle merci** per le attività commerciali e per i pubblici esercizi del centro, ma anche il più generale tema della logistica urbana da armonizzare meglio con i tempi e le esigenze del centro storico;
- **il trasporto pubblico locale** che va potenziato d'intesa con i Comuni de La Grande Mantova per offrire un servizio di qualità che permetta lo *shift* modale dall'auto privata al mezzo pubblico. Le analisi effettuate a riguardo hanno infatti rilevato come, nonostante una buona capillarità e una buona frequenza delle linee di trasporto pubblico nei quartieri cittadini, la prevalenza degli utenti del TPL si concentri nei comuni contermini ove il servizio difetta di minor capillarità e frequenza. Ciò significa che un potenziamento in tali ambiti avrebbe un effetto significativo sull'utenza del TPL.

In affiancamento al PUMS, in fase di redazione, nel 2017 si è candidato il **Progetto Integrato "La Grande Mantova si muove sostenibile"** al Programma sperimentale di mobilità sostenibile casa-scuola e casa-lavoro, indetto dal Ministero dell'Ambiente. Il Progetto Integrato è composto da più di 20 progetti coordinati tra loro che spaziano da nuove infrastrutture, alla revisione e *revamping* di quelle esistenti, alle molteplici azioni di sensibilizzazione, conoscenza ed educazione.

Il quadro progettuale riferito all'accessibilità è vasto e comprende una moltitudine di azioni che sempre più vedono il coinvolgimento degli stakeholders e cittadini sin dalla fase di governance. In particolare, per quanto riguarda il PUMS, è prevista un'implementazione e monitoraggio ogni due anni di attività dall'attuazione. La figura di riferimento è il **mobility manager** che, attraverso una rete di manager aziendali o scolastici sul territorio, riesce a coordinare le attività e prevedere il coinvolgimento di cittadini, lavoratori e studenti.



**MAPPATURA DELLE  
RISORSE LOCALI**

Per la redazione del PUMS, il coinvolgimento degli stakeholder è avvenuto con modalità partecipate, peculiari e differenti rispetto agli altri ambiti tematici analizzati in questo capitolo. In questo caso, infatti, in seguito alla redazione di un approfondito quadro conoscitivo sullo stato dell'arte, sono stati coinvolti, sin dalla fase di governance, tutte le categorie di stakeholder, suddividendoli in quattro tavoli tematici riguardanti:

- trasporto pubblico e servizi per la mobilità passeggeri;
- mobilità privata e sistema della sosta;
- logistica merci in ambito urbano;
- mobilità attiva e percorsi urbani.

La tabella seguente riporta gli stakeholder coinvolti in base agli specifici tavoli tematici creati.

COINVOLGIMENTO NELLA FASE STRATEGICA DI COSTRUZIONE DELLE PROGETTUALITÀ (GOVERNANCE)		
TAVOLO TEMATICO	TIPOLOGIA	STAKEHOLDER
Trasporto pubblico e servizi per la mobilità passeggeri	Istituzionale	<ul style="list-style-type: none"> <li>• Agenzia per il trasporto pubblico</li> <li>• Comuni contermini</li> <li>• Istituti Comprensivi</li> <li>• ASST Mantova - Azienda Socio Sanitaria Territoriale di Mantova</li> <li>• RFI - Rete Ferroviaria Italiana</li> <li>• Trenord</li> <li>• ASTER - Agenzia Servizi al Territorio srl</li> </ul>
	Pubblico/Privato	<ul style="list-style-type: none"> <li>• APAM - Azienda Pubblici Autoservizi Mantova</li> <li>• ACI - Automobile Club Mantova</li> <li>• Tassisti, operatori di logistica, altri operatori di linee di autobus</li> <li>• Grandi poli attrattori</li> <li>• Associazioni che a vario titolo si occupano di utenti deboli (bambini, anziani, portatori di handicap)</li> </ul>
Mobilità privata e sistema della sosta	Istituzionale	<ul style="list-style-type: none"> <li>• ASTER - Agenzia Servizi al Territorio srl</li> </ul>
	Pubblico/Privato	<ul style="list-style-type: none"> <li>• ACI - Automobile Club Mantova</li> <li>• E-vai</li> <li>• Associazioni di categoria in particolare del commercio</li> <li>• Comitati</li> </ul>
Logistica merci in ambito urbano	Pubblico/Privato	<ul style="list-style-type: none"> <li>• Associazioni di categoria in particolare del commercio</li> <li>• Operatori di logistica</li> </ul>
Mobilità attiva e percorsi urbani	Istituzionale	<ul style="list-style-type: none"> <li>• Istituti Comprensivi</li> </ul>
	Pubblico/Privato	<ul style="list-style-type: none"> <li>• Operatori legati al mondo della bicicletta (Bici in Città, Mobike, etc.)</li> <li>• FIAB - Federazione Italiana Amici della Bicicletta onlus</li> <li>• Associazioni che a vario titolo si occupano di mobilità attiva (es. Gli Scarponauti, etc.)</li> </ul>

Il Piano Urbano della Mobilità Sostenibile è uno strumento di programmazione a lungo termine destinato a promuovere una mobilità efficiente e conseguire obiettivi legati alla tutela del patrimonio storico, culturale, ambientale e della qualità della vita dei cittadini.

Attualmente, l'amministrazione locale si trova alla conclusione della fase strategica di progettazione e sta per affrontare l'approvazione e concertazione del PUMS, per poi passare alla fase operativa di attuazione e management. La cabina di regia, suddivisa in tavoli tematici, rimarrà pressoché invariata anche nella fase operativa in cui verranno definiti specifici PUT - Piano Urbani del Traffico.

#### MESSA A SISTEMA DELLE RISORSE E MECCANISMO DI TRADE-OFF

Il meccanismo di trade-off, utilizzato per la strutturazione del PUMS, parte da un approccio integrato e partecipato basato sulla messa in condivisione delle specifiche conoscenze e competenze appartenenti a stakeholder diversificati.

Essendo la tematica vasta, in seguito alla definizione di un quadro conoscitivo sullo stato dell'arte, sin dalla prima fase di governance si è resa necessaria la creazione di una cabina di regia più ampia e partecipata possibile comprendente tutti partner istituzionali e pubblico-privati. Gli stakeholder sono stati suddivisi in differenti tavoli di lavoro e attraverso un dialogo costante e strutturato si è arrivati alla stesura strategica degli obiettivi generali e delle macro-azioni da prevedere.

#### FASE DI GOVERNANCE

Nel caso specifico, la **fase preliminare** (raccolta dati, indagini e rilievi di traffico; quadro conoscitivo; obiettivi e indicatori di valutazione; orientamenti iniziali di piano) è stata costruita dalla pubblica amministrazione affiancata da una cabina di regia composta sia da enti istituzionali, sia da soggetti pubblico-privati. Attraverso una stretta collaborazione con diversi attori urbani operanti sul territorio, è stato possibile coinvolgere la cittadinanza tramite la somministrazione di questionari online e cartacei. Il rilevamento diretto e indiretto dei dati ha portato alla definizione dei primi orientamenti, resi più strutturati nella **fase di redazione dei documenti di piano** (definizione, modellazione e valutazione comparata degli scenari; individuazione dello scenario di piano; descrizione delle azioni di piano). In questo *step*, il coinvolgimento degli stakeholder è stato decisivo. La pubblica amministrazione ha strutturato una solida collaborazione attraverso la costituzione di

un'ampia cabina di regia basata su quattro tavoli di lavoro tematici da cui sono scaturiti i principali obiettivi.

### FASE DI MANAGEMENT

Il passaggio successivo, non ancora attuato, prevede la **fase di concertazione e approvazione dei piani** (condivisione politica; condivisione con i portatori di interesse; condivisione con la cittadinanza; adozione; approvazione). Questo momento segna il passaggio dalla governance al management, dalla strategia all'attuazione.

La fase riguardante il management deve prevedere il mantenimento di un costante dialogo con la cabina di regia per arrivare alla stesura e attuazione di piani più specifici a breve-medio periodo, ovvero i PUT - Piani Urbani del Traffico.



### 3.3. ANIMAZIONE

CONTESTO  
GENERALE E  
METODOLOGIA  
UTILIZZATA

Le attività di promozione e animazione nel centro storico sono una risorsa fondamentale per la **valorizzazione della città**. L'esigenza è quella di creare eventi dalla vocazione culturale o commerciale di qualità e di richiamo, **lavorando in forte coesione con tutti i soggetti che vivono il centro storico** - operatori economici, residenti, fruitori - e prestando un occhio di riguardo al turismo. Un palinsesto di eventi strutturato e condiviso ha una forte importanza strategica e può portare enormi vantaggi a un centro storico come quello di Mantova che si propone di diventare il **cuore pulsante della città**.

Alla qualità degli eventi si affianca anche un altro parametro che una corretta gestione del centro storico non può sottovalutare: la **sostenibilità**. A questo proposito, il Comune di Mantova è partner di *C-Change - Arts & Culture Leading Climate Action in Cities*, un progetto che intende trasferire le buone prassi sviluppate dal *Manchester Arts Sustainability Team (MAST)* alle città partner di progetto, col fine di mobilitare e **sensibilizzare il settore dell'arte e della cultura sul tema del cambiamento climatico**. Il progetto supporterà le città partner nello sviluppo e implementazione di: politiche locali - quali piani per la riduzione di emissioni di CO2 e/o di adattamento al cambiamento climatico focalizzati sulle organizzazioni culturali e le loro attività; piani strategici per il coinvolgimento dei cittadini sul tema ambientale grazie al settore artistico e culturale; modelli e strategie replicabili in altre città. C-Change è una rete "di trasferimento": le città partner recepiscono le buone pratiche sviluppate dalla città capo-fila, confrontando lo stato dell'arte e le politiche in essere per poter realizzare miglioramenti concreti, attraverso nuovi piani che concorrano al raggiungimento degli obiettivi dell'UE in materia di clima ed energia per il 2020.

Per Mantova C-Change rappresenta l'occasione di sviluppare e attuare **politiche ambientali mirate al settore artistico e culturale con l'obiettivo di ridurre l'impatto ambientale, unitamente a progetti culturali per il coinvolgimento e la sensibilizzazione dei cittadini**.

Gli stakeholder coinvolti nell’animazione del centro storico e la loro modalità di coinvolgimento, in riferimento a C-Change, sono riportati nelle tabelle seguenti.

## MAPPATURA DELLE RISORSE LOCALI

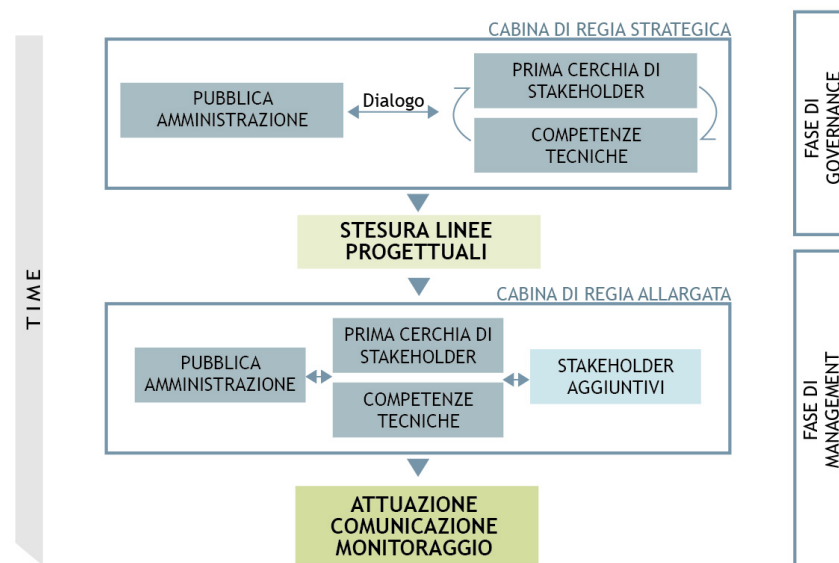
COINVOLGIMENTO NELLA FASE STRATEGICA DI COSTRUZIONE DELLE PROGETTUALITÀ (GOVERNANCE)		
TIPOLOGIA	STAKEHOLDER	MODALITÀ
Istituzionale	<ul style="list-style-type: none"> <li>• Comune di Mantova con: Ufficio Progetti, Lavori pubblici, Sportello Unico, Ufficio UNESCO, Settore ambiente, Settore cultura</li> <li>• Parco del Mincio</li> </ul>	<ul style="list-style-type: none"> <li>• Tavoli di lavoro funzionali alla stesura del progetto</li> <li>• Sessioni con un <i>trainer</i> che aumenti il livello di “carbon literacy” degli stakeholder (modello basato sul <i>peer learning</i>)</li> <li>• <i>Focus group</i> suddivisi in base alle principali caratteristiche degli stakeholder e ai risultati che questi possono raggiungere</li> <li>• Coprogettazione per la stesura di una strategia che permetta di recepire al meglio le <i>best practice</i> e la conseguente messa in atto delle azioni progettuali</li> </ul>
Pubblico-privato	<ul style="list-style-type: none"> <li>• Fondazione Palazzo Te</li> <li>• Società Cooperativa Consortile Impresa Sociale Pantacon</li> <li>• Orchestra da Camera di Mantova</li> <li>• Associazione artistica e culturale Segni d’infanzia</li> <li>• Comitato Festivalletteratura</li> <li>• Fondazione Le Peschiere di Giulio Romano</li> <li>• Fondazione Alberti</li> <li>• Associazione Per il Parco Parcovaleno</li> <li>• Labter-Crea Mantova</li> <li>• A.G.I.R.E. Agenzia per la Gestione Intelligente delle Risorse Energetiche Società a R.L.</li> <li>• Media Locali e nazionali</li> </ul>	

COINVOLGIMENTO NELLA FASE DI ATTUAZIONE E MONITORAGGIO (MANAGEMENT)		
TIPOLOGIA	STAKEHOLDER	MODALITÀ
Pubblico-privato	<ul style="list-style-type: none"> <li>• Associazione Albergatori, B&amp;B e Consorzio Agriturismo Mantovano</li> </ul>	<ul style="list-style-type: none"> <li>• Incontri di presentazione e condivisione della progettualità</li> <li>• Organizzazione di tavoli di lavoro tematici</li> </ul>
Privato	<ul style="list-style-type: none"> <li>• Imprese organizzatrici di eventi in centro storico: Inside Out Agency, Green Eventi</li> <li>• Privati profit di servizi culturali e comunicazione: Verona 83, Prima Services, Associazione Guide Turistiche Mantova</li> <li>• Associazioni del Commercio, Artigianato e Industria</li> <li>• Strada dei Vini e dei Sapori</li> </ul>	
Comunità	<ul style="list-style-type: none"> <li>• Residenti</li> <li>• Fruitori</li> </ul>	

Il progetto C-Change, attualmente, è nello sviluppo della sua fase strategica. Gli stakeholder da coinvolgere nella fase di attuazione e monitoraggio potrebbero variare ed essere implementati del corso del tempo.

MESSA A SISTEMA  
 DELLE RISORSE E  
 MECCANISMO DI  
 TRADE-OFF

Il processo di trade-off si basa sul dialogo con diversi stakeholder includendo, in prima istanza, gli operatori culturali e commerciali più influenti della scena mantovana, unitamente a esponenti di settori chiave del Comune di Mantova. La cabina di regia strategica si caratterizza dall'intersectorialità e multidisciplinarietà dei soggetti coinvolti, dovendo gli eventi catalizzare l'attenzione di diversi target e trattare svariate tematiche.



**FASE DI GOVERNANCE**

Scendendo nello specifico del progetto C-Change, la **cabina di regia**, operativa nella fase di governance, è intersectoriale con un *focus* particolare su cultura e ambiente. La cabina di regia strategica riunisce vari uffici del Comune di Mantova (cultura, ambiente, progetti), enti e associazioni di diversa natura operanti in ambiti solitamente distinti e con obiettivi variegati e una serie di *expertise* che risultano complementari al raggiungimento degli obiettivi di progetto. Gli step successivi per la formalizzazione del gruppo di lavoro intendono sondare l'interesse dei soggetti per il progetto e il tipo di apporto che questi possono garantire, attraverso un dialogo continuo che si concretizza in tavoli di lavoro e colloqui con le figure chiave.

Essendo C-Change un *transfer network*, la cabina di regia deve cercare di recepire le buone prassi sviluppate da Manchester grazie a sessioni con un trainer che possano aumentare il livello di "carbon literacy" degli stakeholder. Il percorso formativo è basato sul *peer learning*, ovvero è

pensato per rendere a loro volta gli stakeholder dei futuri trainer che, una volta formati, potranno diffondere l'utilizzo delle buone prassi apprese. Il coinvolgimento della cabina di regia avviene attraverso **focus group** suddivisi in base alle principali caratteristiche degli stakeholder e ai risultati che questi possono raggiungere (es. gruppo eventi culturali e sensibilizzazione, gruppo luoghi della cultura, etc.). I gruppi saranno inoltre coinvolti nella **fase di coprogettazione per la stesura di una strategia** che permetta di recepire al meglio le *best practice* e la conseguente messa in atto delle azioni progettuali.

#### **FASE DI MANAGEMENT**

Durante lo svolgimento del progetto, la cabina di regia si allarga includendo un numero maggiore di stakeholder, alcuni dei quali saranno coinvolti anche in attività di comunicazione e monitoraggio.

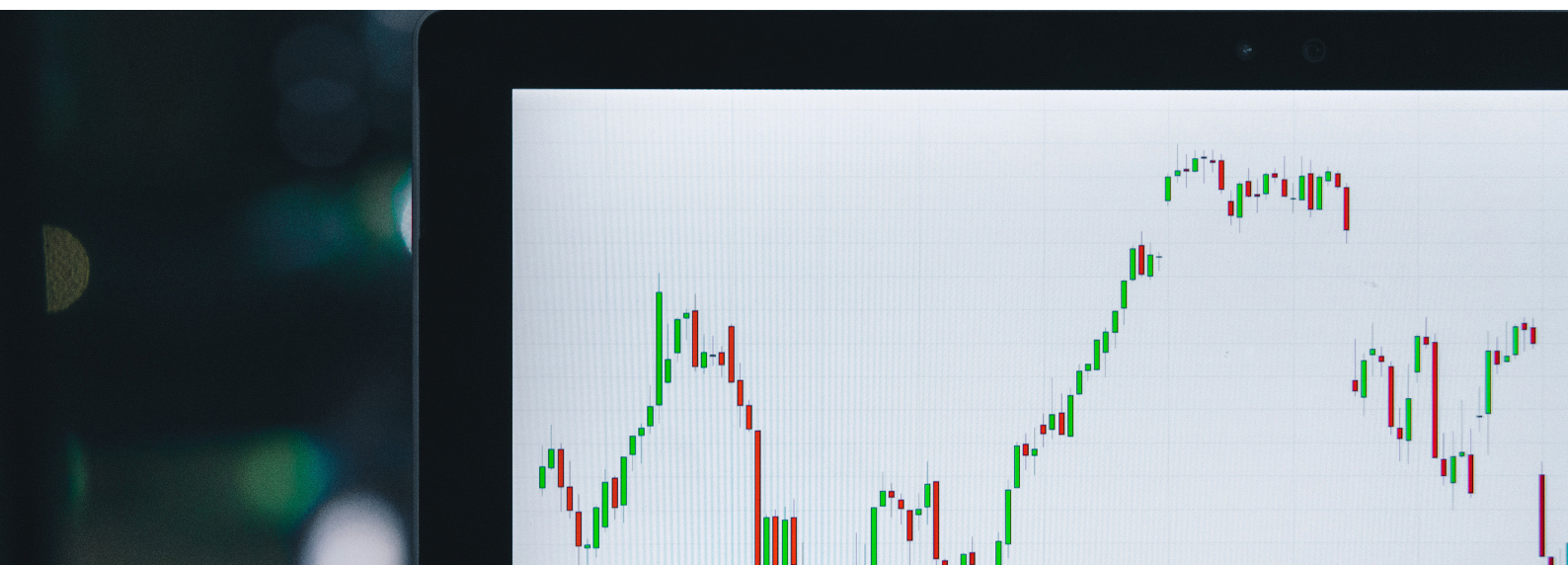






CAPITOLO 5

# MONITORAGGIO E VALUTAZIONE DEI RISULTATI



Le azioni progettuali derivanti da un approccio integrato e partecipato stanno vivendo una fase di forte sperimentazione e applicazione per lo sviluppo sostenibile del centro storico di Mantova. **Un'adeguata pianificazione progettuale e la valutazione dell'efficacia di questi approcci non possono prescindere da una fase di monitoraggio e di valutazione dei risultati.**

Il **monitoraggio** è l'azione costante di osservazione e controllo dei progetti nel corso del loro stesso evolversi, al fine di raccogliere dati e informazioni utili per correggere, adeguare o confermare i processi in atto e per migliorarne gli esiti. Il monitoraggio è finalizzato a individuare eventuali punti deboli del progetto. La **valutazione**, che si inserisce nelle diverse fasi del ciclo di vita del progetto, serve per **trarre conclusioni, correggere la rotta e raggiungere gli obiettivi previsti.**

Sia in un'ottica generale, sia considerando i progetti partecipati sopra descritti - che si strutturano attraverso un dialogo costante con differenti tipologie di stakeholder - il monitoraggio si svolge nel corso della fase di attuazione del progetto ed è finalizzato a raccogliere, in maniera continua e sistematica, informazioni sull'andamento del progetto stesso. La valutazione si va a realizzare in due momenti: *in itinere*, ovvero a metà del periodo di attuazione per controllare se il progetto sta raggiungendo gli obiettivi previsti ed eventualmente ri-orientarlo, e verso la fine dello stesso periodo, momento in cui è possibile effettuare una valutazione più complessiva di quanto realizzato.<sup>1</sup>

Le attività del monitoraggio presuppongono:

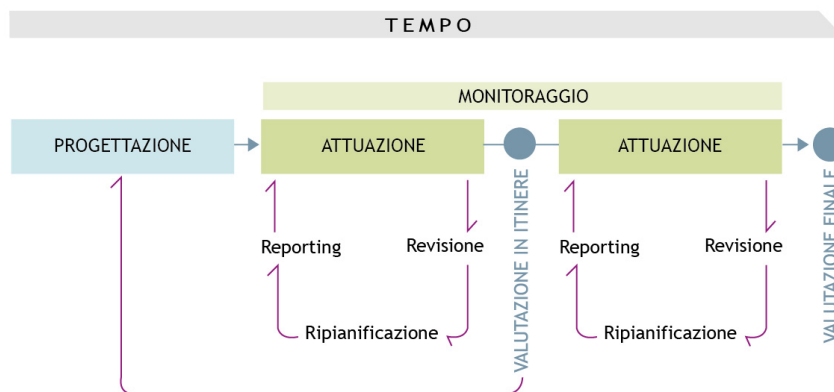
- una **costante revisione** utile ad acquisire le informazioni necessarie per riflettere su quanto si sta realizzando nelle diverse fasi progettuali e quindi studiare eventuali modifiche o adattamenti delle azioni;
- una **ri-pianificazione** necessaria a causa della complessità della fase di attuazione progettuale e degli scostamenti da contemplare (sia per motivi endogeni che esogeni che influiscono sulla vita del progetto);
- l'impostazione di un **sistema di reportistica** per fornire ai diversi stakeholder, che sono fortemente coinvolti nei progetti partecipati, informazioni sui progressi in corso.

<sup>1</sup> *Il monitoraggio e la valutazione nella realizzazione del progetto; Paolo Carlini, Federico Bussi, Mariarosaria Russo. Formez PA; Dipartimento della Funzione Pubblica; Novembre 2017*

Nella fase di attuazione, la **valutazione** va a verificare che si stiano ottenendo gli obiettivi stabiliti, sostiene i processi decisionali circa le azioni successive e supporta la fase di governance anche nel caso di rimodulazione di strategie, obiettivi e azioni. A differenza del monitoraggio è un'attività puntuale che avviene a metà o verso la fine del progetto, permette di trarre elementi utili dalla realizzazione del progetto stesso e quindi migliorarne la qualità.

È necessario capire e concordare sull'importanza di questi meccanismi, così come è bene comprendere qual è l'atteggiamento dei diversi partner in relazione a tale processo. Inoltre, per la valutazione dei progetti, il **monitoraggio** contribuisce a facilitare il processo di gestione, legittima e rafforza la credibilità del progetto, motiva i partecipanti ed è in grado di trasferire e riprodurre i benefici ottenuti. Per poter fare questo deve soddisfare una serie di condizioni:

- deve essere **delineato nella fase iniziale** del progetto;
- deve essere **strutturato intorno a un gruppo di indicatori controllabili** in maniera oggettiva;
- deve essere **organizzato in considerazione dei momenti critici** del progetto in modo da garantirne il controllo;
- deve **assicurare la partecipazione di tutti** gli attori coinvolti.



Nella pagina seguente, una tabella che riepiloga le caratteristiche del monitoraggio e della valutazione.

AMBITI	VALUTAZIONE	MONITORAGGIO
Obiettivi	<ul style="list-style-type: none"> <li>• Migliorare il processo decisionale</li> <li>• Migliorare il meccanismo di <i>trade-off</i></li> <li>• Migliorare la qualità della programmazione</li> </ul>	<ul style="list-style-type: none"> <li>• Migliorare la performance dello staff di progetto (management)</li> <li>• Migliorare l'efficienza e l'efficacia del progetto</li> </ul>
Funzioni	<ul style="list-style-type: none"> <li>• Analisi puntuale (realizzata in un determinato momento) di rilevanza, efficienza, efficacia, impatto e sostenibilità allo scopo di supportare le decisioni dei policy maker</li> </ul>	<ul style="list-style-type: none"> <li>• Analisi continua e sistematica dei progressi ottenuti dal progetto allo scopo di supportare le decisioni dello staff di progetto</li> </ul>
Quando si realizza	<ul style="list-style-type: none"> <li>• A metà o verso la fine della fase di realizzazione di un progetto</li> </ul>	<ul style="list-style-type: none"> <li>• Attività continua che in genere prevede rapporti trimestrali</li> </ul>
Che cosa prende in considerazione	<ul style="list-style-type: none"> <li>• Si concentra sul raggiungimento - o meno - degli obiettivi previsti</li> </ul>	<ul style="list-style-type: none"> <li>• Si concentra sulle attività realizzate e, in un secondo momento, sui risultati ottenuti</li> </ul>





BhENEFIT



# GUIDELINES

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Poprad, November, 2018

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## Foreword

The basis for the definition of this guidelines creates the **shared Strategy for an integrated governance system of the Historical Build Areas** (hereinafter HBAs). within the CE region elaborated as the project deliverable. It collects suggestions and advices developed by the partners in order to **improve and to achieve more efficient and sustainable governance of the HBAs**, capitalising also a transnational common approach along CE Region. It is a **unique document** that starts from a **shared analysis** of the various local governance systems and is based on a **common governance approach of the HBA**.

The **goal of the guidelines is to support the implementation of the sheared Strategy** by the definition of practice-oriented principles and approaches for the model area of historical build area in the City of Poprad. The guidelines represent one of the tools focused on achieving the balance between cultural preservation and daily needs to assure liveliness to the HBAs, to harmonize maintenance of the HBAs in good condition as well as to give their users a satisfying and enjoyable experience which also supports tourism and the local economy. With this, the Guidelines should contribute to sustainable development of HBAs based on the holistic, multidisciplinary and participated approach in the governance and management process of the HBAs.

The guidelines have the **ambition to address the whole spectrum of stakeholders** starting from the local administration, via professional institutions up to the owners, citizens and visitors offering them the frames for their cooperation led by joint values and understanding of the need to harmonize different interests in the HBA. This is the role of the development management and planning including the strategic socio-economic development planning as well as land-use planning that because the guidelines are focused on the principles implemented in their frameworks.

**The guidelines are prepared with the awareness that the basic principles** are formulated by the Law as follows:

- Protecting the monuments and cultural heritage is a duty of each citizen (Slovak Constitution),
- Monuments should be actively used in accordance with their monument values (Law act no. 49/2002 Coll., Slovak constitution)

Poprad is one of the partners in **the international project BhENEFIT** led by the city of Mantova accumulating the know-how and practical experience from different Central European cities working jointly on a new model of shared, interdisciplinary and multi-level management that focuses on participation among institutional stakeholders and civil society. The participatory approach aims to establish a sharing of knowledge and skills and an ongoing collaboration in the development of a shared management of the HBA, also through the involvement of citizens.

This guideline wants to become a useful **tool for the executive management as well as for planning and design** based on a holistic, integrated and participatory approach.

The Guidelines have an ambition to be the backbone for an operative manual regarding the design, sustainable enhancement and conservation of the Historical Built Areas.

## Chapter 1: VISION and MISSION of the HBA

### 1.1 Vision

In the medium and long-term, the HiBA of Poprad aims to become more and more livable part of the city satisfying the needs of all stakeholders and in the same time safeguarding the sustainability of historical values accumulated through centuries in this area. The development of this area should be based on efficient use of the cultural, social and economic resources and potentials resulting from the position of the city of Poprad as the regional centre and international centre of tourism interconnecting historical values with the natural values of one of the oldest national parks in Europe. The HBA following these principles will be one of the main phenomena of the attractiveness of the city of Poprad and region and of its competitiveness in national as well as international dimension.

HBA of the city of Poprad represents a big part of the city consisting of discontinued historical structures of former municipalities of Velka, Spiska Sobota, Strazky, Poprad and Matejovce. As they represent specific values and specific development challenges they need specific approaches how to achieve the balance between the contemporary needs and uses and the Heritage preservation with their historical characteristics. This process needs to be based on authentic knowledge framing specific, but the integrated approach for the implementation of the integrated participatory based strategy, with a focus on the community, the residents and their needs.

### 1.2 Mission

To fulfil the given goals defined in the Strategy the mission of the guidelines is to provide the framework for executive management and decision making processes under the precondition of multilevel polycentric governance and multi-actors decision making.

That because the focus should be oriented on:

- HBA protection and regeneration of physical structures including the buildings as well as infrastructure and urban public spaces following the principles safeguarding the sustainability of cultural and natural heritage values.
- HBA functional restructuralization and competition in order to fulfil the needs of stakeholders and bring new life into the HBA and city including positive social impacts.
- HBA accessibility and syntax supporting spatial and social inclusion of the area in the city and region as the precondition for the liveliness an attractiveness for citizens and visitors
- Sustainable capitalization of the HBA territorial capital
- All these areas are interlinked and the principles addressing them are based on integrated, multidisciplinary and participatory approach.

## Chapter 2: PARTICIPATORY APPROACH

### 2.1 The participatory approach in general terms

In the five above-mentioned focus areas, one of the guiding principles is the application of the participatory approach. This approach should contribute to the growth of awareness about the values of HBA, the need to protect their sustainable development and (shared) responsibilities of the stakeholders in it as well as about the need to share actions, benefits and loads in order to safeguard sustainable community growth using the potential of HBA. In all HBA creating the part of the city centre, the main challenge is to find the right balance between the different interests of the residents, owners, city-users, and tourists, as well as the proper mode of communication and collaboration between actors of local development.

Based on known specifics of different stakeholders, their capacities, technical competences, resources and engagement a strategy for their involvement should be elaborated as a part of the HBA management. The right timing, tools and forms of participation should be defined. Through the engagement of stakeholders, recognizing the value of each person's contribution to the process is not only practical but also collaborative and empowering in finding solutions together.

### 2.2 Stakeholders' involvement

The following texts show the main stakeholders to be involved in projects concerning the HBA of Poprad. As specified in the shared strategy produced at Central Europe level, they are divided into two categories: **institutional stakeholders and additional stakeholders**.

Both categories should be involved in both strategic phase as well as executive management. Institutional stakeholders in principle must be involved by law and they are to a big extent obligated to take part, while the involvement of additional ones needs broad target-oriented strategy for their activation

Speaking about **institutional stakeholders**, the **competences** given by the law address official bodies across different levels as follows:

- a) **Regarding protection of the heritage fund:**
  - Ministry of Culture of the Slovak Republic (+ monument inspection)
  - Conservation Authority of the Slovak Republic (and its branch in Poprad)
  - Self-government region Presov
  - City of Poprad
- b) **Regarding the historic building fund incl. historic areas and cultural landscape**
  - Self-government region Presov
  - City of Poprad

(with methodological support of Conservation Authority of the Slovak Republic)

**In addition to the basic responsibilities, there are related responsibilities:**

**Responsibility for sustaining and restoration of the heritage fund** (also for historical building fund non-protected) is always in competence of object owner (Law act no. 49/2002 Coll. on heritage fund protection + Law act no. 50/1976 Coll Building Code).

**Responsibility for creating conditions for monument protection** (legal, management, financial) is in competence of the Ministry of Culture of the Slovak Republic.

**Responsibility for monitoring abiding to the legal regulations of heritage protection** is in competence of Monument Authority of the Slovak Republic with its regional branches.

**In regard to the involvement of non-institutional stakeholders** e.g. broad public, the basis for successful public participation is information of the citizens and other stakeholders, consultations and communication with the public, which leads to motivating and involving of the public. We cannot expect an involved and responsible opinion or standpoint from the citizens in case they are not informed about the alternatives and anticipated impacts of the solutions. The most important instrument to get public involved is to start as early as possible, inform truly and introduce a full and unbiased picture of the planned brownfield redevelopment. This is done in Slovakia via the Act No. 24/2006 Coll. on Environmental Impact Assessment and its obligation to distribute within three days information on notification of the strategic environment assessment of the local plan creation and collect the comments of the public in the period of three weeks. Also, there is the Act No. 211/2000 Coll. on the Free Access to Information which guarantees the right of the public for the free information on the information about activities being decided in the frame of the public realm. In the Slovak Building and Planning Law No. 50/1976 Coll. there is a duty to inform the public and the public is given the right to participate in the planning process in the specific parts of the whole process but in practice this is going on just formally because direct form of public participation and its significance in planning is still not fully understood neither by decision-making bodies nor by planners. Public participation is frequently considered as synonymous with achieving consensus, however, this is a misrepresentation. While consensus is always desirable, it is not always achievable. Good public participation processes nevertheless give stakeholders the opportunity to articulate their views, with these being seriously considered in the decision-making process, even if decisions ultimately run counter to these views. Public participation should not be regarded as a static or one-off activity. What constitutes effective public participation will change as a project progresses through the stages of inception, planning, implementation and long-term use and management. For example, having engaged citizen interest during the project planning process (where issues will focus largely on questions of 'what'), different mechanisms will be needed to maintain this interest and ongoing involvement during the implementation phase (where issues will largely revolve around questions of 'how'). In addition, public participation should not be regarded as a necessarily highly formalised or mechanistic process. Quality public participation process, or at least a large part of it, can frequently be conducted in a relatively informal manner.

For the Poprad model area following **forms of stakeholders involvement** are advised:

**To use established advisory committees**

Advisory committees consist of the representatives of the community who are professionals in the given sectors of decision-making and advise to local self-government in the issues of environmental, planning and building decision-making. They decide on the chairman or speaker and define the tasks, goal, procedures, rules as well as the relations to the local self-government.

#### **To organize planning workshops for planning in reality**

These workshops are the open meetings where the discussion is about the issues in planning public amenities in the community area. It can be prepared and called voluntary by a group of local people but it should be supported by the local council as deals with the issues that are in the municipality area. The area is drawn on a simple drawing or elaborated in a model to be easily understood by local people who can then directly show or draw the new facility location (communications, parking, shops, playgrounds, cultural and information spots) on the sites in the area of the municipality. It is also a workshop where the proposals are discussed, considered and the results are displayed on a flipchart. There can be several runs of the workshops and anybody can take place. The final results of the workshop are put in the summary report that is sent to the local council

#### **In crucial decisions to use the instrument of a local referendum**

This is a direct form of public participation on the decision in the field of planning, environment and construction. In general, it can be called on important issues of the community life and development. It can be initiated by the local council or by residents with a petition. To the adoption of a resolution consent of a majority of members of assemblies. The condition to approve the result of the referendum as valid is that fifty per cent of the community voters participate in the referendum and the majority of the voters must approve the decision expressed in the question of the referendum

#### **To organize an Urban walk**

An urban walk is a tool for making the issues as well as imagination about possible solutions more real. If the public completes at first some preliminary activities e.g. discussions, workshops etc. it is possible to move the discussion to the terrain or into particular interest area. However, it is important for an urban walk to be implemented by experts in the given field who can point out at some specifics which are not obvious for the individual at first sight, even though the citizens are present in the area frequently. It is also possible to confront the ideas and imaginations of the public in real conditions of the territory, it enables gradual profiling of opinion consensus by eliminating ideas which do not respect given natural preconditions or are in various points of view contra productive.

#### **To support the activities of local focus groups**

Focus groups present a tool often mistaken with public discussions. The basic difference between public discussion and focus group is their focus and target group. Public discussion traditionally represents a tool aimed at a wide audience with the objective to communicate the basic ideas and imaginations of process initiator. Also, clarification of the problem and activity goals, public activation and unification of meanings of individual terminology belong to public discussions. Focus groups are primarily being used to survey the opinions within a particular specific group of citizens. A significant element of focus groups is an effort to come closer to target individual communities and therefore these meetings were held in their 'domestic' environment, such as centres for mothers, centres for leisure time, centres for seniors etc.

#### **To moderate public discussion using local and regional media**

Discussion uses to be led by the expert facilitator in form of questioning and focused on acquiring opinions and standpoints towards the future shape of the embankment and expected functions inside. This way a significant advancement and specification of requirements of individual target groups can be achieved, what enables whole participation process to move further to its determined objectives.

#### **To collect professional opinion using professional discussion fora**

These fora represent a platform through which the expert public and professionals in their respective field entered the process. Urbanism of a new zone is an issue filled with various professions and problems and therefore the discussions use to be oriented towards different the fields and areas which appeared as crucial for proposal of new development The topics can be as follows: • Transportation; • Water and ecology; • Conservationist potential, history and city skyline; • Urbanistic economy; • Cross-sectional topic - Complex solution of city embankment;

Experts on various fields within the professional discussions use to focus at potentials and risks of possible solutions, Crucial element of professional forum is an opportunity of participation for wider public in the discussion, where public could become familiar with standpoints of professionals on the issue and at the same time they were enabled to directly confront the imaginations and opinions of experts in the light of professional discussion.

#### **To collect ideas via organizing open calls and urbanistic competitions**

This tool uses to represent a milestone of the first stage of the problem solution process. Its objective was to obtain ideas and possible approaches to the complex design. The goal of the competition is not to acquire in-detail design proposals of object layout, but rather ideas and approaches on the development in the context of competition assignment.

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

This chapter of the Guidelines address all the identified thematic fields as follows:

- HBA protection and regeneration of physical structures including the buildings as well as infrastructure and urban public spaces following the principles safeguarding the sustainability of cultural and natural heritage values.
- HBA functional restructuralization and competition in order to fulfil the needs of stakeholders and bring new life into the HBA and city including positive social impacts.
- HBA accessibility and syntax supporting spatial and social inclusion of the area in the city and region as the precondition for the liveliness an attractiveness for citizens and visitors
- Sustainable capitalization of the HBA territorial capital
- All these areas are interlinked and the principles addressing them are based on integrated, multidisciplinary and participatory approach.

Across the above-listed fields it is necessary to **build on efficient use** of following **capacities and resources** in the city of Poprad:

### **Institutional aspects**

- Good/powerful legal coverage.
- High level of professionalism / expertise.
- Proper available legal space for the protection of the values going beyond specialized law.
- Engagement of academia in the city and involvement of the city into international projects in collaboration with academia.

### **Processual aspects**

- Existing well-developed processes of public participation.
- Strong personal involvement of the people in smaller communities (territorial, professional communities).

### **Planning dimension**

- Legal obligation to interlink directly cultural heritage protection and care programs into the strategic territorial development documentation (socio-economic programs and land-use plans).
- Spatial planning law includes a specific tool (master plan) for specific zones in the city e.g. cultural heritage reservation and cultural heritage zones (two categories of territorial protection).
- In addition to the isolated building in Slovakia, there are tools for territorial heritage.
- Well developed ties between strategic decision making responsibilities and accessibility to financial resources (de-formalization of planning) in the city.

Across the above-listed fields, it is necessary to **focus the measures towards improvements** targeted on following issues in the city of Poprad

### **Institutional aspects**

- To improve the flexibility of institutions in their reaction to the current situation and development improving the monitoring.
- To strengthen the law enforcement using the responsibilities given to the city by the building code.
- To broader the use of informal instruments, especially in public participation.
- To implement the shift form bureaucratic to execution oriented planning.



- To include cultural heritage values as a part of territorial capital in the processes of the strategic planning and assessment of all planned development projects.
- To develop closer cooperation of the city with academia in order to catalyze the innovations adoption into the law and official methodologies.
- To increase the level of professionalism of officials via permanent training and information spread.

#### Processual dimension

- To collaborate with the professional institutions and academia in order to strengthen the argumentation in comparing different aspects of the value of buildings in the decision making (lack of financial expression of the cultural values).
- To strengthen professional capacities for integrative planning and decision making taking into account historical values at the municipal level.
- To include the instruments for the objectivization of the decision of the administrators at the city level including political decisions of the city council.
- To introduce a new control mechanism focusing on developers behaviour including the penalties mis-decisions.
- To use a proper financial mechanism to support archaeological excavations by law covered by the investors.
- To develop clear marketing strategy of the city including the cultural heritage (inside and outside).
- To developed infrastructure of the service safeguarding the access and visibility of the cultural heritage.
- To build communal comprehensive and integrated data and database on HBA.

Across the above-listed fields, it is necessary to focus the measures towards using of following potentials targeted on following issues in the city of Poprad

#### Institutional aspects

- Broader involvement of informal citizens activities and civil society structures.
- The practice of the use of informal instruments for public engagement.
- The shift from the rigid execution of the law by officials towards the support of the protection of identified values via active use.
- The stabilisation of the development policies via proper institutionalization of strategic planning lowering the tension between short-term election period and long-term process of cultural heritage restoration.

#### Processual dimension

- Availability of the knowledge, of the knowledge and best practice transfer.
- Replacement of sectoral views on policies related to the cultural heritage protection by integrated policies for sustainable development including synergy effects of trans-sectoral approaches and measures.
- Multiple uses of the investments to the cultural heritage for overall benefits of the community.
- Capacities of professionals in the city, via improvement to the access of the public to the knowledge and information.
- The potential of the cooperative management of the cultural heritage across different stakeholders, municipalities, owners and actors.
- Development of the coordination/cooperation structures across the administrative and sectoral borders, including their institutionalization.

To use more intensively available instruments of strategic socio-economic planning and land-use planning including the tasks and activities as follows:

- a) determining the directions of spatial arrangement and functional land-use,
- b) determining the necessary interventions to land for sanitation, reconstruction or recultivation purposes and determining the manner of its further use,
- c) defining protected areas, protected buildings, quiet areas and protective zones (hereinafter only protected areas of land”), unless they originate under other regulations, and ensures the protection of all protected areas of the land,
- d) formulating the principles and conditions for the material and chronological co-ordination of locally concentrated construction by one or several developers,
- e) assessing and evaluating the land-technical effects of buildings that are prepared and other measures in the land and proposing their scope condition their environmental suitable and safe use,
- f) regulating the location of buildings, determines the land-technical, urban and architectonic and environmental requirements for their projection and realisation,
- g) determining the principles of the use of natural resources, land conditions and whole environment in order that the activities within it do not exceed the acceptable load of HBA
- h) creating the necessary materials for the creation of overall construction plans and the technical provision of an area,
- i) proposing the order of construction and the use of land,
- j) proposing the land-technical and organisational measures necessary for the improvement of the environment, achievement of ecological stability and ensuring the permanently sustainable development.

## Chapter 4: MONITORING AND RESULTS

The monitoring is one of the main instruments of efficient management of the HBA. Monitoring is the systematic process of collecting, analyzing and using the information to track a project's progress toward reaching its objectives and to guide management decisions. It should consist of regularly repeated measurements of selected variables characterising the development of the HBA with the stress of its sustainability and protection of its values. An activity can only be called monitoring if the following requirements are met:

- Measurements are standardised.
- The variables selected indicating the development of processes of interest or properties that need to be detected.
- The scale (both in time and space) of measurement is appropriate for the detection of change.

There is not possible to develop the monitoring system without clear objectives for monitoring. The definition of the objectives and the selection of methods, standards, scale and criteria for the collection and evaluation of the data especially in regard to the effectiveness of implemented management measures requires interdisciplinary knowledge of the systems affected. Therefore, the involvement of the representatives of different disciplines in the development of monitoring schemes is fundamental. Proposal of the monitoring system is one of fundamental steps in the HBA development planning and planning and projecting/designing phase for each particular investment in the HBA. They have to be integrated into all phases of a project development, from the planning to the implementation phase and beyond.

Evaluation based on the data collected in the monitoring process focuses on expected and achieved results - positive and negative, direct and indirect effects, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack of achievements. The evaluation aims at determining the relevance, impact, effectiveness, efficiency and sustainability of interventions and the contributions of the intervention to the results achieved.

Involvement of the broad public can contribute to the higher efficiency of monitoring processes. The participation of the professionals seems to be crucial.

# USMERNENIA

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Poprad, November, 2018

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## Predslov

Základ pre definíciu týchto usmernení vytvára **spoločná stratégia pre integrovaný systém správy historických zastavaných území** (ďalej iba HZÚ) v rámci stredoeurópskeho regiónu, spracovanej ako jeden z výstupov projektu. Sumarizuje nápady a rady partnerov v cieľom **vylepšiť a dosiahnuť efektívnejší a udržateľný systém správy HZÚ** a taktiež kapitalizovať medzinárodný spoločný prístup naprieč krajinami strednej Európy. Jedná sa o **unikátny dokument** na počiatku ktorého bola **spoločná analýza** rozličných lokálnych systémov správy územia a je založená na **spoločnom prístupe k správe HZÚ**.

**Cieľom dokumentu je podpora implementácie spoločnej stratégie** definovaním prakticky orientovaných princípov a prístupov pre modelové územie historického zastavaného územia mesta Poprad. Dokument predstavuje jeden z nástrojov zameraných na dosiahnutie rovnováhy medzi kultúrnou ochranou a dennodennými potrebami na zaistenie vitálnosti HZÚ, harmonizáciu údržby HZÚ v dobrom stave, ako aj poskytnúť užívateľom uspokojivý zážitok, ktorý zároveň podporuje turizmus a miestnu ekonomiku. Berúc toto do úvahy, dokument by mal prispieť k udržateľnému rozvoju HZÚ na základe celistvého, multidisciplinárneho a participatívneho prístupu v procese správy a manažmentu HZÚ.

Usmernenia majú **ambíciu adresovať celé spektrum zainteresovaných subjektov** počnúc od miestnych samospráv cez profesionálne inštitúcie až po vlastníkov, občanov a návštevníkov ponúkajúc im rámce pre spoluprácu vedenú spoločnými hodnotami a porozumením potrebe harmonizovať rozličné záujmy v HZÚ. Toto je rola manažmentu rozvoja a plánovania, ktorá zahŕňa plánovanie strategického socio-ekonomického rozvoja ako aj územného plánovania nakoľko tento dokument je zameraný na princípy implementované v ich rámcoch.

**Pravidlá sú pripravené v súlade so základnými princípmi**, ktoré sú formulované v zákonoch:

- Ochrana pamiatok a kultúrneho dedičstva je povinnosťou každého občana (Ústava Slovenskej Republiky),
- Pamiatky by mali byť aktívne využívané v súlade s ich pamiatkovými hodnotami (Zákon NR SR č. 49/2002 Z.z., Ústava Slovenskej Republiky)

Mesto Poprad je jedným z partnerov **medzinárodného projektu BhENEFIT**, ktorý je vedený mestom Mantova, akumulujúc know-how a praktické skúsenosti z rôznych miest strednej Európy. Tieto mestá spoločne pracujú na novom modeli zdieľaného, interdisciplinárneho a viacúrovňového manažmentu, ktorý sa zameriava na participáciu medzi inštitucionálnymi zainteresovanými subjektmi a občianskou spoločnosťou. Participatívny prístup sa zameriava na ustanovenie zdieľania poznatkov a schopností a prebiehajúcej spolupráce na rozvoji zdieľaného manažmentu HZÚ aj vďaka zapojeniu občanov.

Tento dokument má za cieľ stať sa užitočným **nástrojom pre výkonný manažment ako aj plánovanie a dizajn** založený na celistvom, integrovanom a participatívnom prístupe.

Tieto usmernenia majú ambíciu byť kostrou pre operatívny manuál v oblasti dizajnu, udržateľného zlepšovania stavu a ochrany HZÚ.

## Kapitola 1: VÍZIA a POSLANIE HZÚ

### 1.1 Vízia

V strednodobom a dlhodobom horizonte HZÚ v meste Poprad majú za cieľ stať sa živšou časťou mesta uspokojujúcou potreby všetkých zainteresovaných subjektov a zároveň zachovávať udržateľnosť historických hodnôt akumulovaných naprieč stáročiami v tomto území. Rozvoj tohto územia by mal byť založený na efektívnom využívaní kultúrnych, spoločenských a ekonomických zdrojov a potenciálov ako výsledok pozície mesta Poprad ako regionálneho centra a medzinárodného centra turizmu, prepájajúc historické hodnoty s prírodnými hodnotami jedného z najstarších národných parkov v Európe. Nasledujúc tieto princípy, HZÚ sa stanú jedným z hlavných fenoménov atraktivity mesta Poprad a regiónu a ich konkurencieschopnosti v národnej a medzinárodnej dimenzii.

HZÚ mesta Poprad predstavuje veľkú časť mesta, ktorá pozostáva z prerušovanej zástavby historických štruktúr bývalých samospráv Veľká, Spišská Sobota, Strážky, Poprad a Matejovce. Nakoľko predstavujú špecifické hodnoty a špecifické výzvy pre rozvoj, vyžadujú špecifické prístupy na dosiahnutie rovnováhy medzi súčasnými potrebami a využitím a ochranou pamiatok s ich historickými vlastnosťami. Je potrebné, aby tento proces bol založený na autentických poznatkoch rámčujúc špecifický, ale integrovaný prístup k implementácii integrovanej participatívnej stratégie s dôrazom na komunitu, obyvateľov a ich potreby.

### 1.2 Poslanie

Pre naplnenie stanovených cieľov v stratégii, poslaním pravidiel je poskytnúť rámec pre výkonný manažment a rozhodovacie procesy s podmienkou viacúrovňovej polycentrickej správy územia a rozhodovania multi-aktérov.

Preto je potrebné, aby bol dôraz kladený na:

- Ochranu HZÚ a regeneráciu fyzických štruktúr vrátane budov ako aj infraštruktúry a mestských verejných priestorov sledujúc princípy zachovania udržateľnosti kultúrnych a prírodných chránených hodnôt;
- Funkčná reštrukturalizácia HZÚ a konkurencieschopnosť za účelom naplnenia potrieb zainteresovaných subjektov a prinavrátenie života do HZÚ a mesta vrátane pozitívnych spoločenských dopadov;
- Prístupnosť a syntax HZÚ podporujúc priestorovú a sociálnu inklúziu územia v meste a regióne ako predpoklad pre vitálnosť a atraktívnosť pre občanov a návštevníkov;
- Udržateľná kapitalizácia územného kapitálu HZÚ;
- Všetky tieto oblasti sú navzájom prepojené a princípy, ktoré ich adresujú sú založené na integrovanom, multidisciplinárnom a participatívnom prístupe.

## Kapitola 2: PARTICIPATÍVNY PRÍSTUP

### 2.1 Všeobecne o participatívnom prístupe

V rámci piatich vyššie spomenutých záujmových oblastiach je jedným z vedúcich princípov aplikácia participatívneho prístupu. Tento prístup by mal prispieť k zvyšovaniu povedomia o hodnotách HZÚ, potrebe ochrany ich udržateľného rozvoja a (zdieľaných) zodpovedností zainteresovaných subjektov ako aj potreby zdieľať aktivity, benefity a náklady s cieľom zachovania udržateľného rastu komunity využívajúc potenciál HZÚ. Vo všetkých HZÚ, ktoré tvoria centrum mesta je hlavnou výzvou nájsť správnu rovnováhu medzi rôznymi záujmami obyvateľov, vlastníkov, užívateľov a turistov, ako aj vhodný mód komunikácie a spolupráce medzi aktérmi miestneho rozvoja.

Na základe známych špecifík rozličných zainteresovaných subjektov, ich kapacít, technických schopností, zdrojov a zapojenia, stratégia pre ich zapojenie by mala byť spracovaná ako súčasť manažmentu HZÚ. Správne načasovanie, nástroje a formy participácie by mali byť taktiež definované. Prostredníctvom zapojenia zainteresovaných subjektov, uvedenie si hodnoty príspevku každého jedného človeka do procesu nie je iba praktické, ale aj kolaboratívne a oprávňujúce pri hľadaní riešení spoločne.

### 2.2 Zapojenie zainteresovaných subjektov

Nasledujúca časť ukazuje hlavné zainteresované skupiny, ktoré by mali byť zapojené do projektov v rámci HZÚ Poprad. Ako bolo špecifikované v spoločnej stratégii pripravenej na úrovni strednej Európy, sú rozdelení do dvoch kategórií: **inštitucionálne a ostatné zainteresované subjekty**.

Obe kategórie by mali byť zapojené v oboch fázach, fáze strategickej a fáze výkonného manažmentu. Inštitucionálne zainteresované subjekty v princípe musia byť zainteresované podľa legislatívy a do veľkej miery sú povinní participovať, zatiaľ čo zapojenie ostatných zainteresovaných subjektov vyžaduje širokú, na ciele orientovanú stratégiu pre ich aktiváciu.

Hovoriac o inštitucionálnych **zainteresovaných subjektoch**, kompetencie dané zákonom adresujú formálne orgány na viacerých úrovniach nasledovne:

**a) Týkajúce sa ochrany pamiatkového fondu:**

- Ministerstvo Kultúry Slovenskej Republiky (+ pamiatková inšpekcia)
- Pamiatkový Úrad Slovenskej Republiky (a jeho pobočka v Poprade)
- Prešovský samosprávny kraj
- Mesto Poprad

**b) Týkajúce sa fondu historických budov vrátane historických území a kultúrnej krajiny:**

- Prešovský samosprávny kraj
- Mesto Poprad

(s metodologickou podporou Pamiatkovej ochrany Slovenskej Republiky)

#### Okrem základných zodpovedností existujú doplnkové zodpovednosti

**Zodpovednosť za udržiavanie a obnovu pamiatkového fondu** (taktiež aj fond nechránených historických budov) je vždy v kompetencii vlastníka objektu (zákon č. 49/2002 Z. z. o ochrane pamiatkového fondu + zákon č. 50/1976 Z. z. stavebný zákon).

**Zodpovednosť za vytváranie podmienok na ochranu pamiatok** (právna, manažérska, finančná) je v kompetencii Ministerstva Kultúry Slovenskej Republiky.

**Zodpovednosť za monitoring dodržiavania právnych predpisov ochrany pamiatok** je v kompetencii Pamiatkového Úradu Slovenskej Republiky a jej regionálnych pobočiek.

**V rámci zapojenia neinštitucionálnych zainteresovaných subjektov** napr. širokej verejnosti, základom pre úspešnú participáciu verejnosti je informovanie občanov a iných zainteresovaných subjektov, konzultácie a komunikácia s verejnosťou, ktoré vedú k motivovaniu a zapojeniu verejnosti. Nemôžeme očakávať zapojené a zodpovedné názory alebo postoje od občanov v prípade, že neboli informovaní o alternatívach a predpokladaných vplyvoch riešení. Najdôležitejším nástrojom na zapojenie verejnosti je začať tak skoro ako je to možné, pravdivo informovať a predstaviť celý a objektívny obraz plánovanej prestavby objektu. Toto sa vykonáva na Slovensku na základe zákona č. 24/2006 Z. z. o posudzovaní vplyvov na životné prostredie a požiadavky distribuovať v priebehu 3 dní informácie o začatí strategického environmentálneho posudzovania vypracovania miestneho plánu a zozbierať pripomienky verejnosti počas 3 týždňov. Taktiež je k dispozícii zákon č. 211/2000 Z. z. o slobode informácií, ktorý garantuje právo verejnosti na voľný prístup k informáciám o aktivitách o ktorých sa diskutuje a rozhoduje spolu s verejnosťou. V slovenskom stavebnom zákone č. 50/1976 Z. z. je stanovená povinnosť informovať verejnosť a verejnosť má právo participovať v plánovacích procesoch v špecifických častiach celého procesu, avšak v praxi toto prebieha väčšinou vo formálnej rovine, nakoľko priame formy participácie verejnosti a ich dôležitosť v plánovaní nie je dostatočne pochopená nositeľmi rozhodnutí ani plánovačmi. Participácia verejnosti je často považovaná ako synonymum nájdenia konsenzu, čo je však nesprávne pochopenie. Zatiaľ čo dosiahnutie konsenzu je vždy želané, nie je to vždy dosiahnuteľné. Dobrý proces participácie verejnosti však dáva zainteresovaným subjektom možnosť artikulovať ich pohľady a seriózne ich zapracovať do rozhodovacieho procesu, aj v prípade, že rozhodnutie nie je úplne v súlade s týmito pohľadmi a postojmi. Participácia verejnosti by nemala byť vnímaná ako statická alebo jednorazová aktivita. Čo je považované za efektívnu participáciu verejnosti sa bude meniť naprieč vývojom projektu a jeho fázami ako počiatok projektu, plánovanie, implementácia a dlhodobé užívanie a manažment. Zakomponovanie záujmov verejnosti do plánovacieho procesu (kde sa diskusia bude otáčať okolo otázky „čo?“) môže napríklad vyžadovať, aby rôzne mechanizmy boli potrebné na udržanie záujmu verejnosti a kontinuálneho zapojenia počas implementačnej fázy (kde sa diskusia bude otáčať okolo otázky „prečo“). Navyše, participácia verejnosti by nemala byť vnímaná ako nevyhnutne vysoko formálny alebo mechanický proces. Kvalitný participatívny proces, alebo minimálne jeho veľká časť, by mala byť často vykonávaná pomerne neformálnou formou.

Pre modelové územie v Poprade sú odporúčané nasledovné **formy zapojenia zainteresovaných subjektov**:

**Využiť ustanovené poradné komisie**



Poradné komisie pozostávajú z predstaviteľov komúnit a sú profesionálmi v daných oblastiach rozhodovania a radia miestnej samospráve v otázkach životného prostredia, plánovania a výstavby. Dohodnú sa na vedúcom alebo hovorcovi a definujú úlohy, ciele, procedúry a pravidlá, ako aj vzťahy s miestnou samosprávou.

### **Organizovať plánovacie workshopy pre plánovanie v praxi**

Tieto workshopy sú otvorené stretnutia kde sa diskutuje o otázkach plánovania verejnej občianskej vybavenosti v danej oblasti. Môžu byť pripravené a zvolané dobrovoľne skupinou miestnych občanov, ale mali by byť podporované miestnou samosprávou nakoľko sa týkajú oblastí, ktoré sa nachádzajú v obci. Územie je naznačené jednoduchou kresbou alebo je vypracovaný model tak, aby bol jednoducho zrozumiteľný pre miestnych občanov, ktorí môžu priamo ukazovať alebo dokresľovať lokalitu umiestnenia napríklad novej prevádzky (komunikácie, parkovanie, obchod, ihrisko, kultúrne či informačné body apod.) na danom území. Jedná sa takisto o workshop kde sú diskutované návrhy a výsledky sú prezentované na flipcharte (tabuľa s papierom na písanie). Týchto workshopov môže byť viacero a sú otvorené pre všetkých. Konečné výsledky workshopov sú zosumarizované v správe, ktorá je zaslaná miestnej samospráve.

### **V kľúčových rozhodnutiach využívať nástroj miestneho referenda**

Toto je priama forma participácie verejnosti na rozhodovaní v oblasti plánovania, životného prostredia a výstavby. Vo všeobecnosti môže byť zvolané ako predmet dôležitých rozhodnutí v rámci života komunity a jej rozvoja. Môže byť iniciované miestnou samosprávou alebo občanmi prostredníctvom petície. Pre platnosť rozhodnutia je potrebný súhlas väčšiny členov zhromaždenia. Podmienkou pre schválenie výsledkov referenda je 50%-ná účasť voličov v rámci komunity a väčšina z nich musí odsúhlasiť rozhodnutie voči otázke referenda.

### **Organizovať Urban walk (spoločnú prechádzku)**

Urban walk je nástrojom pre objasnenie a priblíženie otázok a predstavenie možných riešení. Pokiaľ verejnosť absolvuje najprv niektoré prípravné aktivity, napr. diskusie, workshopy a pod., je možné presunúť diskusiu do terénu alebo špecifickej záujmovej oblasti. Je však dôležité pri tejto metóde, aby bola implementovaná expertmi v danom odbore, ktorí vedia ukázať špecifiká návrhov, ktoré nie sú na prvý pohľad zjavné, a to aj v prípade, že občan navštevuje dané územie často. Takisto je možné konfrontovať idey a predstavy verejnosti v reálnych podmienkach územia, umožňuje to postupné profilovanie názorového konsenzu eliminovaním idey, ktoré nerešpektujú prírodné podmienky alebo sú pre rôzne dôvody kontraproduktívne.

### **Podporovať aktivity miestnych skupín úzkeho zamerania**

Skupiny úzkeho zamerania predstavujú nástroj často zamieňaný si s verejnými diskusiami. Základným rozdielom medzi verejnou diskusiou a skupinou úzkeho zamerania je ich zameranie a cieľová skupina. Verejná diskusia tradične predstavuje nástroj zacielený na široké obecnstvo s cieľom komunikovať základné idey a predstavy iniciátora procesu. Taktiež sem patrí objasnenie problému a ciele aktivity, aktivácia verejnosti a zjednotenie významov individuálnej terminológie. Skupiny úzkeho zamerania sú primárne využívané na skúmanie názorov v rámci špecifickej skupiny občanov. Dôležitým elementom skupiny úzkeho zamerania je snaha priblížiť sa cieľovým individuálnym komunitám a preto sú tieto stretnutia vedené v ich domácom prostredí ako sú napríklad materské centrá, centrá voľného času, centrá pre seniorov apod.

#### **Moderovať verejnú diskusiu prostredníctvom lokálnych a regionálnych médií**

Diskusia zvykne byť vedená expertným facilitátorom vo forme kladenia otázok a je zameraná na získavanie názorov a postojov smerom k budúcu smerovaniu projektu a jeho očakávaného využitia. Týmto spôsobom možno dosiahnuť značný postup a špecifikovať požiadavky individuálnych cieľových skupín, čo následne umožňuje posunúť celý participatívny proces smerom k stanoveným cieľom.

#### **Zbierať názory profesionálov prostredníctvom profesionálnych diskusných fór**

Tieto fóra predstavujú platformu, prostredníctvom ktorej expertná verejnosť a profesionáli vo svojich oblastiach vstupujú do procesu. Urbanizmus nového projektu je téma plná rozličných otázok a pre množstvo profesií a preto tieto diskusie zvyknú byť orientované smerom na rôzne oblasti a územia, ktoré sú dôležité pre rozvoj nového projektu. Témy môžu zahŕňať napríklad dopravu, vodstvo a ekológiu, potenciál kultúrnych pamiatok, históriu mesta a jeho siluety, urbánnu ekonomiu, témy naprieč profesiami - komplexné riešenia projektu apod.

Expertí z rozličných oblastí počas profesionálnych diskusií sa zvyčajne zameriavajú na potenciály a riziká možných riešení. Kľúčovým elementom profesionálneho fóra je príležitosť participácie pre širokú verejnosť v diskusii, kde sa verejnosť oboznamuje s postojmi expertov na dané témy a zároveň môžu priamo konfrontovať predstavy a názory expertov vo svetle diskusie profesionálov.

#### **Zbierať nápady prostredníctvom organizovania otvorených výziev a urbanistických súťaží**

Tento nástroj predstavuje mílnik prvej fázy procesu hľadania riešení. Jeho cieľom je získať nápady a možné prístupy pre komplexný dizajn. Cieľom súťaže nie je obdržať detailné návrhy konkrétneho rozmiestnenia objektov, ale skôr idey a prístupy k rozvoju v kontexte zadania súťaže.

## Kapitola 3: ZHROMAŽĎOVANIE A OPTIMALIZÁCIA ZDROJOV, MECHANIZMUS KOMPROMISOV

Táto kapitola dokumentu adresuje všetky identifikované tematické oblasti:

- Ochrana HZÚ a regenerácia fyzických štruktúr vrátane budov ako aj infraštruktúry a mestských verejných priestorov nasledujúc princípy zachovania udržateľnosti kultúrnych a prírodných hodnôt pamiatok;
- Funkčná reštrukturalizácia HZÚ a konkurencieschopnosť v cieľom uspokojenia potrieb zainteresovaných subjektov a oživenia HZÚ a mesta vrátane pozitívnych spoločenských dopadov;
- Prístupnosť HZÚ a syntax podporujúca priestorovú a sociálnu inklúziu územia v meste a regióne ako podmienku pre vitálnosť a atraktivnosť pre obyvateľov a návštevníkov;
- Udržateľná kapitalizácia územného kapitálu HZÚ;
- Všetky tieto oblasti sú navzájom poprepájané a princípy, ktoré ich adresujú sú založené na integrovanom, multidisciplinárnom a participatívnom prístupe.

Napriech vyššie spomínanými oblasťami je potrebné **budovať na efektívnom využití** nasledujúcich kapacít a zdrojov v meste Poprad:

### Inštitucionálne aspekty

- Dobré/silné právne pokrytie;
- Vysoká úroveň profesionalizmu/expertízy;
- Vhodné a dostupné právne prostredie pre ochranu hodnôt, ktoré ide nad rámec špecializovanej legislatívy;
- Zapojenie akademickej sféry v meste a zapojenie mesta do medzinárodných projektov v spolupráci s univerzitami.

### Procesné aspekty

- Existujúce dobre spracované procesy participácie verejnosti;
- Silné personálne zapojenie ľudí v menších komunitách (územne vymedzené, profesijné komunity).

### Plánovacia dimenzia

- Legislatívna povinnosť prepájať priamo ochranu kultúrneho dedičstva a programov starostlivosti do strategickej územnej rozvojovej dokumentácie (socio-ekonomické programy a územné plány);
- Zákon o územnom plánovaní zahŕňa špecifický nástroj (územný plán) pre špecifické zóny v meste, napr. pamiatkové rezervácie a pamiatkové zóny (dve kategórie územnej ochrany);
- Navyše k izolovaným objektom na Slovensku existujú nástroje pre územné dedičstvo;
- Dobre rozvinuté prepojenia medzi zodpovednosťami za strategické rozhodovanie a prístup k finančným zdrojom (deformalizácia plánovania) v meste.

Napriech vyššie spomenutými oblasťami je nevyhnutné **zamerat' sa na opatrenia smerom k zlepšeniu** zamerané na nasledujúce oblasti v meste Poprad:

### Inštitucionálne aspekty:

- Zlepšiť flexibilitu inštitúcií v ich reakcii na súčasnú situáciu a rozvoj a zlepšenie procesov monitorovania;
- Posilniť vymožitelnosť práva využívaním kompetencií mesta daných stavebným zákonom;
- Rozšíriť používanie neformálnych nástrojov, najmä participácie verejnosti;
- Implementovať prechod od byrokratického plánovania smerom k plánovaniu orientovaného na výkon.

- Zakomponovať hodnoty kultúrnych pamiatok ako súčasť územného kapitálu v procesoch strategického plánovania a hodnotenia všetkých plánovaných rozvojových projektov;
- Rozvinúť užšiu spoluprácu mesta s akademickou sférou s cieľom katalyzácie prijímania inovácií do legislatívy a oficiálnych metodológií;
- Zvyšovať úroveň profesionalizmu oficiálnych predstaviteľov permanentným tréningom a šírením informácií.

#### Procesná dimenzia

- Spolupracovať s profesionálnymi inštitúciami a akademickým sektorom s cieľom posilnenia argumentačných kapacít v porovnávaní rôznych aspektov hodnôt budov pri rozhodovaní (nedostatky pri finančnom vyjadrení kultúrnych hodnôt);
- Posilniť profesionálne kapacity pre integrované plánovanie a rozhodovanie berúc do úvahy historické hodnoty na miestnej úrovni;
- Zakomponovať nástroje pre objektivizáciu rozhodovania úradníkov na úrovni mesta vrátane politických rozhodnutí mestského zastupiteľstva;
- Zaviest' nový kontrolný mechanizmus zameraný na správanie sa developerov vrátane pokút pri nesprávnych rozhodnutiach;
- Využívať vhodné finančné mechanizmy na podporu archeologických vykopávkov podľa zákona, pokrytých investormi;
- Vyvinúť jasnú marketingovú stratégiu mesta vrátane aspektov kultúrneho dedičstva (vo vnútri i navonok);
- Rozvinúť infraštruktúru služieb zabezpečujúcu prístup a viditeľnosť kultúrneho dedičstva;
- Vybudovať spoločné komplexné a integrované dáta a databázu HZÚ.

Naprieč vyššie spomenutými oblasťami je potrebné **zamerat' sa na opatrenia smerom k využivaniu nasledujúcich potenciálov** zameraných na tieto oblasti mesta Poprad:

#### Inštitucionálne aspekty

- Širšie zapojenie neformálnych aktivít pre občanov a štruktúry občianskej spoločnosti;
- Prax využívania neformálnych nástrojov pre zapojenie verejnosti;
- Prechod od rigidného vykonávania právnych predpisov oficiálnymi predstaviteľmi smerom k podpore ochrany identifikovaných hodnôt prostredníctvom aktívneho využívania;
- Stabilizácia politik rozvoja prostredníctvom vhodnej inštitucionalizácie strategického plánovania, ktoré znižuje napätie medzi krátkodobým trvaním volebného obdobia a dlhotrvajúcim procesom obnovy kultúrneho dedičstva.

#### Procesná dimenzia

- Dostupnosť poznatkov a transfer príkladov dobrej praxe;
- Nahradenie sektorálnych pohľadov na politiky vzťahujúcich sa na ochranu kultúrneho dedičstva integrovanými politikami pre udržateľný rozvoj vrátane synergických efektov trans-sektorálnych prístupov a opatrení;
- Viacstranné využitie investícií do kultúrneho dedičstva pre celkové benefity komunit;
- Využívať kapacity profesionálov v meste prostredníctvom zlepšenia prístupu verejnosti k poznatkom a informáciám;
- Potenciál kooperatívneho manažmentu kultúrneho dedičstva naprieč rozličnými zainteresovanými subjektami, samosprávami, vlastníckmi a aktérmi;
- Rozvoj štruktúr koordinácie/spolupráce naprieč administratívnymi a sektorálnymi hranicami, vrátane ich inštitucionalizácie.

Intenzívnejšie využívať dostupné nástroje strategického socio-ekonomického plánovania a územného plánovania vrátane nasledujúcich úloh a aktivít:

- a) Určenie smerov priestorového usporiadania a funkčného využitia územia;

- b) Určenie potrebných intervencií do územia pre účely sanitácie, rekonštrukcie alebo rekultivácie a určenie spôsobu ich ďalšieho využitia;
- c) Definovanie chránených území, chránených budov, tichých území a ochranných zón, pokiaľ nie sú určené inými nariadeniami a zabezpečenie ochrany všetkých chránených území v území;
- d) Formulovanie princípov a podmienok pre materiálnu a chronologickú koordináciu lokálne koncentrovanej výstavby jedným alebo viacerými developermi;
- e) Posudzovanie a hodnotenie územno-technických efektov budov a iných opatrení v území a navrhovanie ich rámcových podmienok pre environmentálne udržateľné a bezpečné využitie;
- f) Regulovanie umiestnenia budov a určenie územno-technických, územných a architektonických požiadaviek pre ochranu a realizáciu;
- g) Určenie princípov využitia prírodných zdrojov, územných podmienok a životného prostredia na zabezpečenie toho, aby aktivity v nich nepresahovali zaťaženie HZÚ;
- h) Vytvorenie potrebných materiálov pre tvorbu celkových plánov výstavby a technického zabezpečenia územia;
- i) Navrhovanie pravidiel pre výstavbu a využitie územia;
- j) Navrhovanie územno-technických a organizačných opatrení potrebných pre zlepšenie životného prostredia, dosiahnutie ekologickej stability a zabezpečenie udržateľného rozvoja.

## Kapitola 4: MONITORING A VÝSLEDKY

Monitoring je jedným z hlavných inštrumentov efektívneho manažmentu HZÚ. Monitoring je systematický proces zbierania, analýzy a využívania informácií na sledovanie postupu projektu smerom k dosiahnutiu jeho cieľov a na sprevádzanie manažérskych rozhodnutí. Mal by pozostávať z pravidelne sa opakujúcich meraní vybraných ukazovateľov, ktoré charakterizujú rozvoj HZÚ s dôrazom na ich udržateľnosť a ochranu ich hodnôt. Aktivita sa môže nazývať monitoringom vtedy, ak sú splnené nasledujúce požiadavky:

- merania sú štandardizované;
- sú vybrané premenné, ktoré indikujú vývoj sledovaných procesov alebo charakteristiky, ktoré majú byť detekované;
- je určený rozsah (časový i priestorový) merania vhodný na detekovanie zmien.

Nie je možné vyvinúť monitorovací systém bez jasných cieľov pre monitorovanie. Definovanie cieľov a výber metód, štandardov, mierky a kritérií pre zber a hodnotenie dát, špeciálne vo vzťahu k efektívnosti opatrení implementovaného manažmentu vyžaduje interdisciplinárne poznatky dotknutých systémov. Preto je zapojenie predstaviteľov rozličných disciplín v rozvoji monitorovacích schém kľúčové. Návrh monitorovacieho systému je jedným zo základných krokov v plánovaní rozvoja HZÚ a projektovej/dizajnovej fáze rozvoja projektu, od plánovania k implementácii a ďalej.

Hodnotenie založené na dátach zozbieraných v procese monitorovania sa zameriava na očakávané a dosiahnuté výsledky - pozitívne i negatívne, priame i nepriame efekty, pozorovanie reťazca výsledkov, procesov, kontextuálnych faktorov a kauzality v cieľom pochopiť dosiahnuté efekty alebo ich nedostatok.

Hodnotenie sa zameriava na určenie relevancie, dopadov, efektívnosti a udržateľnosti intervencií a ich príspevkov k dosiahnutým výsledkom.

Zapojenie širokej verejnosti môže prispieť k vyššej efektívnosti monitorovacích procesov. Participácia profesionálov sa zdá byť dôležitým faktorom.

# GUIDELINES

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Karlovac, October, 2018

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## 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

# SMJERNICE

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Karlovac, Listopad, 2018

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## Predgovor

### Lokalne smjernice: što su i čemu služe

Ovaj je dokument operativni priručnik za projektiranje, održivo poboljšanje i očuvanje povijesno izgrađenih područja (u daljnjem tekstu: PIP). Smjernice izravno proizlaze iz zajedničke strategije razvijene u Središnjoj Europi u sklopu projekta BhENEFIT. One su instrument koji integrira i podržava već razvijene lokalne prostorne i urbanističke planove. Glavni cilj je održivi razvoj PIP-a na temelju holističkog, multidisciplinarnog i participativnog pristupa u procesu rukovođenja i upravljanja PIP-ovima.

Svaki projektni partner je identificirao osebujna teritorijalna obilježja i razradio ovaj dokument specifičan za mjesto, kao čvrsto utemeljen na području kojem pripada.

Sadržaj lokalnih smjernica čine:

- opći ciljevi;
- preporuke planiranja za nove projekte koji se odnose na PIP;
- sudjelovanje dionika, vrijeme i načini sudjelovanja;
- mehanizmi odlučivanja i obilježja participativnog i multidisciplinarnog pristupa

## A. SMJERNICE RUKOVOĐENJA I UPRAVLJANJA - INDEKS

### A.1. PREDGOVOR

#### Institucionalni predgovor

Smjernice PIP-a su načela i prakse koje potiču i unapređuju učinkovitije i održivo upravljanje PIP-ima, unaprjeđujući participativni pristup i mehanizme suradnje svih dionika kako bi se PIP promatrao kao ključna komponenta lokalnih razvojnih politika.

Ove smjernice upućuju kako interpretirati i primijeniti strategiju za održivo poboljšanje PIP-a, u ovom slučaju - povijesnog centra Karlovca - Zvijezde.

Smjernice se trebaju konzultirati tijekom procesa donošenja odluka, obnove i očuvanja. One pružaju smislene i praktične smjernice svim zainteresiranim stranama koji će imati koristi od njih i trebaju sadržavati preporuke za zaštitu i održivost nezamjenjive baštine. Namjera smjernice nije pružanje savjeta specifičnih za pojedine slučajeve, iznimke ili rijetke primjere.

### A.2. Poglavlje 1: VIZIJA i MISIJA PIP-a

#### 1.1 Vizija

PIP Zvijezda je važna kulturna baština Karlovca i nezamjenjiv element njegovog identiteta koji treba očuvati, obnoviti i koristiti za opći društveno-gospodarski razvoj s ciljem stvaranja živog PIP, tj. "Stellae Vitalis". Zvijezda namjerava postati kulturno, turističko i obrazovno središte Karlovca.

#### 1.2 Misija

Kako bi ostvarila viziju, poštuje se načelo uravnoteženog razvoja. Stoga je nužno poduzeti inovativne i odlučne aktivnosti s ciljem preokretanja trendova dugotrajnog propadanja. Usredotočuje se na tri stupa održivog razvoja u PIP-u Zvijezda: na prostor, društvo i gospodarstvo. Ciljevi su:

- unaprjeđivanje identiteta i atmosfere djelomičnom rekonstrukcijom utvrđenih elemenata (bedema i šančeva) u skladu s UPU Zvijezda;
- unaprjeđivanje identiteta i atmosfere rekonstrukcijom i obnovom zgrada, javnih prostora, komunalne, prometne i druge infrastrukture sukladno UPU Zvijezda;
- zaustavljanje i preokretanje trend depopulacije poboljšanjem kvalitete života, dostupnošću i kvalitetom javnih i komercijalnih usluga, društveno korisnih sadržaja i javnih događanja;

- povećanje transparentnosti i vidljivosti procesa revitalizacije;
- ojačavanje javno-civilno-privatnih modela dijaloga i upravljanja;
- intenziviranje poduzetničkih aktivnosti;
- razvijanje i obogaćivanje turističke ponude;
- poticanje kulturne, znanstvene i obrazovne proizvodnje, te suradnje gospodarstva s obrazovnim i kulturnim aktivnostima.

Aktivnosti i projekti odabrani sudjelovanjem svih dionika, temeljeni na najširoj društvenoj potpori i vodeći računa o optimizaciji resursa, trebaju biti u skladu s gore navedenim ciljevima, s naglaskom na projekte koji imaju najveći potencijal za pozitivne promjene.

### A.3. Poglavlje 2: PARTICIPATIVNI PRISTUP

#### 2.1 Općenito o participativnom pristupu

Budućnost PIP-a Zvijezda ne ovisi samo o viziji utemeljenoj na baštini već i na njenom korištenju i dobro vođenoj transformaciji, uz uspostavljanje snažnih partnerstva između stanovnika, civilnog društva, lokalnog gospodarstva i lokalnih vlasti.

Pojam *participativnog pristupa* obuhvaća širok raspon različitih vrsta participacije, koje se razlikuju ovisno o onom što se podrazumijeva pod "participacijom", čije se sudjelovanje želi, u čemu i kako. To nije jedna metoda već proces koji ima smisla za različite dionike. Participativni pristup je inovativan održiv pristup koji zahtijeva i poznavanje kulturne baštine i poznavanje važnosti kulturne baštine u društvu i odnosa između ljudi i kulturne baštine.

Ojačava odnos između različitih dionika (ustanova kulturne baštine, stručnjaka i svih zainteresiranih ili uključenih (u bavljenje) kulturnom baštinom - civilno društvo, javnost, vlasnici, skrbnici, tvrtke itd.) kako bi se postiglo zajedničko razumijevanje ciljeva PIP. Štoviše, participativni pristup može pomoći produbljivanju demokracije, jačanju društvenog kapitala, olakšavanju postizanja učinkovitosti i održivog rasta i promicanju inicijativa pravičnosti, društvene pravdu i uklanjanja siromaštva.

U cilju postizanja najveće moguće korist bitna je identifikacija i integracija na široj, inkluzivnijoj osnovi svih dionika; tj. stvaranje funkcionalne koordinacijske mreže svih odgovornih dionika (uprave, akademske zajednice, poslovnog sektora i civilnog društva). Naglasak treba staviti na angažman zajednice.

Međutim, treba imati na umu da je sposobnost lokalnih dionika u angažmanu i doprinosima često ograničena.

Nakon donošenja Plana upravljanja Zvijezdom 2018.-2028. Grad Karlovac je osnovao Odsjek za kulturu i kulturno naslijeđe koji treba osigurati dobru komunikaciju, suradnju i razmjenu informacija između svih dionika.

#### 2.2 Uključenost dionika

Dionici su svaka grupa ili pojedinac koji je zainteresiran za, može utjecati ili na njega utječe upravljanje Zvijezdom. Sudjelovanje dionika odnosi se na sudjelovanje interesnih skupina (tj. predstavnika profesionalaca, nacionalnih ili lokalnih vlasti, političara, organizacija civilnog društva, poduzeća, vlasnika imovine, građana) u procesu planiranja i donošenja odluka o Zvijezdi i moraju biti usmjereni na cilj.

Svi dionici možda neće imati iste ciljeve. Kako bi se uspostavio širok i djelotvoran suradnički odnos, važno je identificirati područja podudaranja i razilaženja između dionika i omogućiti im jasno izražavanje svojih stavova i rad kroz strukturirani dijalog s jasno i jezgrovito iskomuniciranim i podijeljenim odgovornostima, ulogama i aktivnostima.

Prvi korak k uključivanju dionika u programske aktivnosti, osiguravajući odgovarajuće konzultacije, komunikaciju, transparentnost i interakciju s njima može biti priprema mape dionika ili matrice koja bi mogla procijeniti:

- vjerojatan utjecaj na dionike,
- pitanja za koja će biti zainteresirani,
- njihovu vjerojatnu poziciju,
- njihovu sposobnost da utječu na plan,
- njihov potencijalni utjecaj na plan,
- potencijalne mjere ublažavanja.

Upravljanje dionicima treba biti stalan proces, a mapa dionika i plan upravljanja trebaju biti ažurirani tijekom cijelog trajanja plana/projekta.

Njihova angažiranost nije formalnost koja se provodi s jednostavnim pismom ili generičkim pozivom, već bi zahtijeva pažljivu organizaciju i jasno razumljivi mandat.

Tijekom procesa izrade Plana upravljanja Zvijezdom 2018.-2028. uključenost dionika provedena je izravnim savjetovanjem, anketama, intervjuiima, sastancima i radionicama.

### 2.2.1 Dionici po zakonu

Dionici po zakonu su institucionalni dionici, oni koji sudjeluju u procesima odlučivanja, procjene, planiranja, provedbe i evaluacije. Oni su bitan element i njihovo uključivanje je temeljni korak, a ne samo formalnost koja se provodi s jednostavnim pismom ili generičkim pozivom.

Međutim, ne postoji standard za njihovo uključivanje, već se može koristiti nekoliko pristupa, bez obzira na njihove prednosti i nedostatke, pojedinačno ili u kombinaciji. Ovi pristupi mogu uključivati: javne rasprave / tribine, savjetodavne odbore građana i radne skupine, ankete i upitnike, fokusne i deliberacijske skupine, otvorene dane, sastanke i radionice, web stranice, tiskani materijali itd.

Plan upravljanja Zvijezdom 2018.-2028. je kao dionike po zakonu naveo državne institucije za zaštitu i očuvanje baštine i njezinu obnovu, te ministarstva Republike Hrvatske kao partneri / investitori, poput Ministarstva kulture, Uprava za zaštitu kulturne baštine – Konzervatorski odjel u Karlovcu,

Ministarstvo gospodarstva, poduzetništva i obrta, Ministarstvo znanosti i obrazovanja, Ministarstvo regionalnog razvoja i fondova Europske unije, Karlovačka županija i njezini odjeli i agencije, trebalo bi dodati i Ministarstvo graditeljstva i prostornog uređenja, Upravu za prostorno uređenje, pravne poslove i programe Europske unije i Hrvatski zavod za prostorni razvoj.

### 2.2.2 Dodatni dionici

Dodatni dionici su vrlo široka kategorija. To su dionici koji izravno utječu na ekosustav PIP-a kao katastarski i gruntovni vlasnici (nacionalni, regionalni, lokalni, privatni), kao i korisnici PIP-a. Tradicionalno imaju značajnu ulogu u PIP-u, ne samo kao vlasnici, već kao klijenti, poduzetnici, angažirani u obnovi, promociji, zastupanju ili iskorištavanju kulturne baštine. Obuhvaćaju javne institucije iz područja kulture i organizacije civilnog društva koje u okviru svoje djelatnosti obavljaju poslove vezane uz očuvanje, obnovu i zaštitu kulturne baštine, kao i znanstvene i obrazovne institucije, vjerske institucije, gradske četvrti, turističke zajednice, mreže turističkih operatora, turiste, profesionalna i gospodarska udruženja, kreativne i kulturne industrije, poduzetnika i investitora. Investitori, koji imaju određene financijske interese u restauraciji i ponovnoj uporabi povijesnih građevina, mogu postati katalizatori urbane regeneracije u PIP-u. Oni se smatraju izravnim korisnicima i trebali bi biti pridonositi ideja kroz sastanke i radionice, a trebali bi sudjelovati u fazi praćenja.

Prema participativnom pristupu, dodatni dionici ne bi trebali biti samo oni koji pridonose svojim iskustvima, znanjima i vještinama ili ekonomski, sociokulturno i psihološki koristi od urbane regeneracije PIP Zvijezde, već bi se trebali uključiti od početka u procjenu, proces planiranja, donošenja odluka, provedbe i evaluacije.

Lokalna uprava mora ih aktivno uključiti u unapređenje PIP-a te upravljati produktivnim dijalogom i gledati ih kao partnere kako bi se izbjegli sukobe s drugim kategorijama dionika.

Treba koristiti različite pristupe (javne rasprave / forumi, savjetodavni odbori građana i radne skupine, ankete i upitnici, fokusne i deliberacijske skupine, otvoreni dani, sastanci i radionice, web stranice, tiskani materijali itd.) bilo pojedinačno ili u kombinaciji.

### 2.2.3 Građani

Vrijednost kulturne baštine u društvu ključna je za ljudska prava i demokraciju u osiguravanju pozitivnog društvenog, političkog, kulturnog i gospodarskog razvoja. Stoga se ovaj široki pojam "građani" odnosi na civilno društvo koje je vrlo zainteresirano za pitanja PIP-a. Oni su obično svjesni i uključeni u zaštitu baštine i poboljšanja PIP-a Zvijezda sve dok ne utječe na njihove životne navike. Kako bi se stvorio pakt o suradnji s građanima, potrebno je stvoriti percepciju PIP-a kao zajedničke imovine. Tada bi se građani smatrali korisnicima urbane regeneracije PIP-a Zvijezda od čega bi mogli imati ekonomske, sociokulturne i psihološke koristi.

Trebali bi biti uključeni u sve faze od početka i sve modalitete i oblike participacije kao najbolje prakse (ciljani i javni sastanci, sudjelovanje u izradi proračuna itd.) O njihovoj uključenosti treba se raspraviti i s drugim dionicima.

### 2.3 Unutarnja suradnja

Postupci dobivanja ovlaštenja za zaštitu kulturne baštine i procedure urbanog planiranja dugi su i složeni. Opterećeni su birokratskim procedurama koje traže puno vremena i dodatnih napora. Kako bi proces bio učinkovitiji i jednostavniji, potrebno je procedure pojednostavniti i ubrzati, uz kontinuiranu suradnju, dijalog i razmjenu informacija, podjelu kompetencija i sudjelovanje u odlučivanju, procjeni, planiranju i provedbi i vrednovanju procesa između različitih dijelova / odjela. Glavna odgovornost za intervencije u PIP-u Zvijezda leži na lokalnoj vlasti, tj. Gradu Karlovcu i njegovim odjelima. Aktivnosti i odgovornosti za PIP Zvijezda dijele UO za društvene djelatnosti i novoosnovani Odsjek za kulturu i kulturnu baštinu, UO za poslove provedbe dokumenata prostornog uređenja, UO za prostorno uređenje, graditeljstvo i zaštitu okoliša, UO za razvoj grada i EU fondove, UO za imovinsko pravne poslove i upravljanje imovinom i UO za komunalno gospodarstvo.

## A.4. Poglavlje 3: SPAJANJE I OPTIMALIZACIJA RESURSA, TRADE-OFF MEHANIZAM

### 3.1 Opći okvir i metodologija

Spajanje i optimaliziranje resursa uključuje i miješa sposobnosti i kapacitete u upravljanje složnošću PIP-a i vrednovanja kao ključne komponente lokalnih razvojnih politika.

Lokalni sustav upravljanja PIP-om trebao bi se temeljiti na integraciji kulturne baštine i prostornog planiranja. Zaštita baštine mora se uzeti u obzir pri pripremi svih prostornih planova koji bi trebali uključivati mjere zaštite baštine. Održivo poboljšanje PIP-a treba se regulirati uzimajući u obzir propise o kulturnoj baštini i prostornom planiranju.

Kako bi se poboljšala usredotočenost na PIP, omogućava se razvoj komplementarnih instrumenata i propisa za PIP, kao i integracija zakona koji se tiču kulturne baštine i prostornog planiranja. Potrebno je poboljšati postojeći pravni okvir kroz dopune regulative o zaštiti kulturne baštine, poboljšanje sustava izrade konzervatorskih studija, usvajanje planova upravljanja arhitektonskim nasljeđem, uređivanje imovinsko-pravnog sustava i razvoj strateških smjernica i akcijskih planova u svrhu obnove i održivog korištenja određene kulturne baštine.

Štoviše, glavni izazovi s kojima se mora suočiti prostorno i strateško planiranje jesu poboljšanje i bolja organizacija interdisciplinarnosti i participativnosti; odnosno sudjelovanje ne samo različitih



stručnjaka u fazi projektiranja, već i građana, poslovnih subjekata, škola, velučilišta i organizacija civilnog društva.

Danas je prostorno i strateško planiranje vrlo složen proces koji traži platformu za razmjenu znanja kroz mješavinu stručnih disciplina. U PIP-ovima, prostorno planiranje je artikulirano i strukturirano zbog nužnosti zaštite povijesti, identiteta i vrijednosti kroz odgovarajuće alate za planiranje. Stoga je neophodno imati interdisciplinarnu i dinamičnu suradnju koja zahtijeva otvorenost prema novim pogledima drugih struka i lokalnog stanovništva, s uvidom u lokalni kontekst. Potrebno je utvrditi ishode tendencija i čimbenike u dugoročnoj perspektivi kako bi se stvorila vizionarska strategija od koje će društvo u budućnosti imati koristi.

Ovakav pristup, integracija kulturne baštine i prostornog planiranja za PIP Zvijezda, vidljiva je u dva povezana dokumenta UPU Zvijezda (2017.) koji je poslužio kao temelj za Plan upravljanja Zvijezdom 2018.-2028.

Ovaj je Plan relativno novi alat koji određuje i uspostavlja odgovarajuću strategiju, ciljeve, akcije i implementacijske strukture za upravljanje i razvoj kulturne baštine na učinkovit i održiv način.

### 3.2 Mapiranje lokalnih resursa

Kako bi učinkovito administrirala i upravljala PIP-om Zvijezda, lokalnu upravu moraju podržati specijalizirana tehničkih tijela, sa stručnim i specijalističkim znanjima. Nadalje, treba pojačati i ojačati kapacitete unutar lokalne uprave koji se mogu nositi s nizom tehničkih, znanstvenih i upravljačkih zadataka složenosti PIP-a. Usvajanje integriranog, participativnog i interdisciplinarnog pristupa kao temeljnog koraka za upravljanje PIP Zvijezdom.

Integracija informacija i resursa uključivat će identifikaciju glavnih pitanja, kvalitetu dokumentacije, najbolju upotrebu svih izvora podataka. Participativni interdisciplinarni pristup bi uključivali različite discipline i sektore, kao i uključivanje profesionalnih udruženja (arhitekti, graditelji, inženjeri, odvjetnici itd.).

Kako bi se prepoznali i optimizirali lokalni resursi, identificirane su glavne skupine uključenih sudionika i podijeljene u tri makro kategorije s naglaskom na zajedničkim kompetencijama. To su javni sektor, polujavni sektor i privatni sektor. Javni sektor zastupaju lokalne, regionalne i državne vlasti (Grad Karlovac, Karlovačka županija, Ministarstvo kulture - Konzervatorski odjel), javne ustanove (Trgovačka i ugostiteljska škola, Tehnička škola, Đački dom, Glazbena škola, Gradski muzej i Gradska knjižnica) i nevladinih udruga (Savez udruga osoba s invaliditetom Karlovačke županije, Ka-Matrix, Studio 23 itd.).

Polujavni sektor zastupaju sveučilišta, udruge, klasteri, javno-privatne mreže, vjerske institucije (Veleučilište u Karlovcu, Studentski centar sa studentskim domom, crkve Sv. Trojstva i Sv. Nikole, franjevački samostan i eparhija, Regionalnoj energetska agencija Sjeverozapadne Hrvatske, Karlovačka razvojna agencija KARLA itd.). Privatni sektor zastupaju banke i financijske institucije

(Karlovačka banka, Zagrebačka banka, Hrvatska pošta). Također uključuje i privatne vlasnike, investitore, stručnjake, tvrtke, profesionalne udruge i privatna poduzeća (Društvo arhitekata, graditelja i geodeta, Gospodarsku komoru, Udruženje obrtnika, itd.). Ovaj sektor može ponuditi specifične i tehničke kompetencije (npr. arhitektonske, inženjerske, kemijske, geološke ...) kako bi pružio korisne podatke i opširna i specifična sektorska znanja.

Svaki sektor ima svoje glavne kompetencije. Međutim, ako je zajednički cilj postizanje održivog unapređenja PIP-a Zvijezda u svim njegovim aspektima, potreban je zajednički dijalog i trajna suradnja između uključenih sektora, posebno u sljedećim područjima:

- održivost okoliša: urbani razvoj, energetska učinkovitost i opskrba, zbrinjavanje otpada i upravljanje vodama, onečišćenje, mobilnost, pametne tehnologije;
- društvo: percepcija identiteta, socijalne usluge i objekti (stanovanje), kulturni život i zabavni sadržaji, dostupnost, sigurnost;
- gospodarstvo: troškovi održavanja i transformacije PIP-a, utjecaj turizma (lokalni restorani, hoteli, usluge maloprodaje).

Ovaj suradnički proces omogućen je uspostavljanjem dijeljenih kompetencija kao što su upravljanje procesima i identifikacija vrijednosti, argumentacija, posredovanje, orijentacija ciljevima i donošenju odluka, pokretanje i kombiniranje resursa, prikupljanje podataka, prikupljanje usvajanje i širenje znanja, fleksibilnost i brzina reakcije, upravljanje rizicima i kriznim situacijama.

### 3.3 Opis trade-off mehanizma

Trade-off mehanizam (=mehanizam balansiranja) je i načelo i proces stvaranja pravog, uravnoteženog, transparentnog i zajedničkog izbora / odluke kroz stabilan, strukturiran i stalan dijalog između različitih dionika, vodeći računa o svim mogućim mogućnostima i rješenjima i procjenjujući njihove prednosti i nedostatke.

Razumijevanje potreba, definiranje glavnih ciljeva za postizanje i razvijanje uravnoteženih politika u upravljanju i održivom poboljšanju PIP-a Zvijezda, uključivanje različitih dionika i ravnoteža među njima kako bi se spriječili / upravljalo sukobima, upravljanje, pravedna podjela izvora i transparentna raspodjela koristi je složen proces koji traži vremena.

Trade-off mehanizam usmjeren je na pronalaženje ravnoteže između obnove i očuvanja PIP-a Zvijezda, ekonomske koristi njegovog korištenja i održavanja. Jasne preporuke za očuvanje i projektiranje zajedno s planovima upravljanja pomoći će u pronalaženju najboljeg tehničkog rješenja za održavanje PIP-a živim i ugodnim tijekom dužeg vremenskog razdoblja.

## A.5. Poglavlje 4: PRAĆENJE I REZULTATI

Potrebno je imati zajedničku viziju između lokalne uprave, kao posrednika i različitih skupina dionika kako bi se implementirala strategija održivog poboljšanja PIP-a. Praćenje je kontinuirani proces nadzora postizanja ciljeva i pokazatelja.

Učinkovito praćenje treba stvoriti preduvjet za učinkovitije upravljanje održivim poboljšanjem i očuvanjem PIP-a Zvijezda, a usklađeno je s Planom upravljanja Zvijezdom 2018.-2028. Uključuje prikupljanje podataka na razini provedbe kako bi se rezultati i napredak predstavili dionicima. Rezultati se smatraju koracima napretka koji promiču postizanje određenih ciljeva unutar održivog unapređenja, ekonomske, društvene i fizičke revitalizacije PIP-a Zvijezda, prema četiri područja djelovanja utvrđenim Planom upravljanja Zvijezdom 2018.-2028. Kvalitativni i kvantitativni pokazatelji trebaju biti uključeni u proces praćenja. Praćenje pokazatelja treba provoditi lokalna uprava koja bi na godišnjoj bazi trebala podnijeti izvješće Gradskom vijeću i svim zainteresiranim stranama. Izvješće bi trebalo biti objavljeno, po mogućnosti na gradskoj web stranici.

#### **A.6. PRILOZI (neobavezno)**

Planirani i financirani projekti

Gantogrami

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## D.T1.3.2. GUIDELINES FOR THE IMPLEMENTATION OF THE STRATEGY AT LOCAL LEVEL

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## 1. FOREWORD

This study, connected to the Shared Strategy for an integrated governance system of HBA within the CE region (D.T1.3.1), aims to define the local guidelines and frameworks, which contribute to a more efficient and sustainable governance and management of Historic Built Area (hereinafter HBA), based on the local situation.

The Historic Built Area, determined by the Hungarian project partner, is located in Szabolcs-Szatmár-Bereg county, north-eastern part of Hungary. The HBA covers 44 municipalities from among six have town privileges. Due to the historical and cultural development of the region, four elements of historical building are stated as part of HBA; these are castles and mansions from the 16th and 19th centuries, medieval churches of Szatmár region, relics of folk architecture (farmhouses) and buildings of Hungarian organic architecture style (Imre Makovecz buildings).

The architectural values of the HBA are the places of everyday life for local residents, such as churches, cultural and public institutions and dwellings as well as symbols of regional identity. Nevertheless, these architectural heritages are the main destinations of the region's tourism. The preservation and sustainable tourism utilization of the built heritage of the area require a participatory governance and management model that efficiently builds on local resources.

This document is an operative manual regarding the design, sustainable enhancement and conservation of the HBA. 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.

Szabolcs 05. Local Government Development Association is committed to establishing and implementing a local strategy for developing the joint governance and management system of HBA through the BhENEFIT Interreg Central Europe project.

Dr. Péter Hanusi

President of Szabolcs 05. Local Government  
Development Association

## 2. VISION AND MISSION OF THE HBA

### 2.1. Vision

We are developing a governance and management system where authorities, institutions, professionals, communities and networks can clearly see the local tasks related to heritage protection and management and are able to coordinate their work to protect the local heritage and play a positive role in the life of local communities.

- Public authorities and institutions will be able to provide support for effective governance and management through favourable legislation and policies, create a more efficient administrative structure and ensure the financial and human resources for heritage protection.
- Professionals can contribute more to the management and protection of cultural and built heritage through the development of their professional knowledge.
- By strengthening the participatory approach, residents, local communities and networks will be aware of the importance of local heritage and are committed to their preservation.

### 2.2. Mission

To achieve the vision of the HBA, the purpose of this strategy is to identify the frameworks that promote:

- the development of a local governance and management model for cultural and architectural heritage;
- the involvement of stakeholders – especially the involvement of residents and local communities – in participatory planning, in connection with the management of the HBA;
- building of capacities for the preservation and management of cultural and architectural heritage.

#### **Establishing the necessary condition of a common governance and management system**

For the common governance and management of the heritage, an appropriate legal framework is necessary that empowers people and organizations to act. Besides, it is also important to create the right organizational framework with proper operational structure and working methods required for action.

The organizational needs and decision-making processes required to manage the cultural and built heritage has often led to the establishment of institutional frameworks. The created organization is responsible for planning and implementing the actions and for continuously improving the applied working methods.

Steps to achieve this goal:

- creating an HBA management organization – creating organizational frameworks;
- HBA management organization – defining the organization's operation methods, defining rights and responsibilities;
- developing a detailed management plan – elaboration of a work plan for the management of cultural heritage.

### **Stronger and more inclusive participation of stakeholders in governance and management of heritage**

The participatory approach to management is supported in a number of areas, but in particular in the field of nature and heritage protection, because through participatory planning and management, the natural and cultural value becomes 'a common property', thus serving to strengthen local communities and local identity. Getting a wider audience is one of the main goals of HBA management. Particularly important is the involvement of local population and communities in participatory planning.

Steps to achieve this goal:

- defining the group of stakeholders involved in the decision-making process;
- targeting professionals, institutional stakeholders;
- organizing heritage programs.

### **Capacity building related to heritage management**

The concept of capacity building means mapping, pooling and developing the resources required for operational and management processes. Resources are the basis of operational capacity. Resources fall into three broad categories: human, financial, and intellectual. They allow to the institutional framework to implement the specified tasks defined in the legal framework.

Resources serve as a 'fuel' that make a management system operate to conserve and manage cultural and built heritage. Their quantity and quality, in addition to other factors, determine the operational capacity of the given institutional framework. The resources of cultural and built heritage are usually scarce, therefore it is critical to use them in an efficient and sustainable way as well as to build and develop capacity continuously.

Steps to achieve this goal:

- mapping local and regional resources;
- developing local human resources and knowledge;
- involving of external financial resources.



## 3. PARTICIPATORY APPROACH

### 3.1. The participatory approach in general terms

In general, the spread of participatory approaches in governance and management of cultural heritage means that, in addition to the public and research institutions and professionals, the role of people interested in cultural heritage, civil society, heritage owners, maintainers, or those who are just interested in the development of the heritage are more significant in heritage management.

Participatory governance of heritage results the transformation of traditional and hierarchical form of governance practices. It has an effect on the attitudes of legal and professional stakeholders because it requires that not only the professional but also the social aspects be taken into account in the governance processes.

Participatory management of cultural heritage expresses the intention to become a day-to-day practice of participatory management of the local architectural heritage. In contrast to top-down governance and management approach, this innovative method can result a real change in property maintenance, sustainability and public engagement too.

Central and especially Eastern European experiences show that in practice, local partners, communities and residents are not involved in strategic and settlement planning. Participation and contribution of local stakeholders in decision-making are limited in most cases. Integrating a participatory approach into practice is essential to establish an effective, resource-efficient governance and management system (BhENEFIT, 2018; World Heritage Resource Manual, 2013).

### 3.2. Stakeholders' involvement

To disseminate and strengthen participatory governance and management, the effective involvement of stakeholders, including public and research institutions and professionals involved in the management of cultural heritage and other relevant stakeholders, is one of the main goals and tasks of HBA management.

The involvement of stakeholders in the HBA's planning, decision-making and management process should be goal and task oriented. However, it is not always necessary to involve all interest groups in the governance and management processes.

Stakeholders are groups or individuals (i.e. national or local government authorities, professionals, politicians, civil society organizations and businesses, owners, local community representatives, citizens) who, through their direct or indirect involvement, can influence the operation of HBA. In this study, according to the Shared Strategy, the stakeholders are divided and analysed in three main categories; these are stakeholders by law, additional stakeholders and citizens (BhENEFIT, 2018).

#### 3.2.1. Stakeholders by law

Stakeholders by law are institutional stakeholders that needs to be involved at the beginning of the decision-making process. Their participation is fundamental, since they are the competent authority on any cultural and architectural heritage issue. Their involvement in HBA governance and management processes is reasonable from the beginning (BhENEFIT, 2018).

According to Hungarian legislation, stakeholders by law are municipalities and the competent building and heritage protection authorities in HBA. Municipalities as local authorities are the main actors in HBAs. The

competent building authorities are the settlement clerks of the district centre municipalities of the districts affected by the territory of HBA, namely the settlement clerks of Baktalórántháza, Csenger, Mátészalka and Nyíregyháza. The competent heritage protection authority in the HBA area is the district office designated by the relevant regulation (District Office of Nyíregyháza).

The legal basis for their involvement is provided by the following laws:

- According to the Article 13 (1) of the Act CLXXXIX of 2011 on the Local Governments of Hungary, local government tasks that can be carried out locally, among others, include settlement development and settlement planning.
- According to the Article 7 (1) of the Act LXXVIII of 1997 on the Development and Protection of the Built Environment, the aim of settlement development and settlement planning is (...), to develop and protect natural, landscape and architectural values to improve the quality of life of the population and the competitiveness of the settlement.
- (2) During settlement development and settlement planning, the use of areas in the public interest should be provide with respect to legitimate private interests. In doing so, (h) the protection, restoration and development of settlement districts of historical significance, architectural and archaeological heritage, which is of interest for preservation, (...), should be considered. Furthermore, according to the Article 6/A (1) aa), the local government, within the framework of its building tasks, can provide the local protection of the built environment, the protection of local architectural values, urban landscape, (...).
- According to Article 57 (1) of the act, the elements of the architectural heritage that do not benefit from national heritage protection based of their value, but they are outstanding for the region and the settlement due to their particular appearance, characteristics, settlement image or structural value, keep tradition alive, reflect the work and culture of the people and communities were living there are regarded as parts of the local architectural heritage.
- (2) It is the responsibility of the local government to identify, record, proclaim for protection, maintain, develop, guard and provide the protection of the values of the local architectural heritage. (...).
- (3) The local government (...) decides on the proclamation or the termination of local protection and on restrictions, obligations and subsidies related to the protection, in settlement image decree.
- According to the Article 1 (1) of Government Decree 343/2006. (XII. 23.) on the designation and operational conditions of the building and construction supervisory authorities, the Government designates the settlement clerks of the district centre municipalities (...) as general building authority for the first instance building authority tasks regarding buildings and construction activities.
- According to Government Decree 68/2018. (IV. 9.) on the Regulations of the Cultural Heritage Protection authorized by certain articles of the Act LXIV of 2001 and Act CXXVI of 2010, to perform the official duties related to the protection of the cultural heritage, the district offices specified in Annex 1 are the competent authority.

It is an important task to establish conformity between legal and other actors, to increase trust among different actors, and to ensure the transparency of public proceedings. The spread of participatory models is a matter of time, depending on the adaptation of good practices and the change of attitude of the involved stakeholders in the Central European administrative and planning practice (BhENEFIT, 2018).

### 3.2.2. Additional stakeholders

Additional stakeholders include a very wide range of organizations and experts involved in the governance and management of cultural heritage. In many cases, these groups have different needs and expectations regarding the maintenance of built heritage. Participatory approach is particularly important at this time as it can ensure win-win or compromise solutions. Additional stakeholders need to be involved at different times and with different modalities in the decision-making process (BhENEFIT, 2018). Among additional stakeholders the following actors can be highlighted:

**Urban planners:** In addition to professionals working in the field of heritage conservation, specialists in regional and settlement development can play an important role in coordinating professional work. They are the ones who can best serve the mediator role between different stakeholders on professional issues.

In smaller settlements, in many cases there is not enough financial resources to employ urban planners, but the possibility of joint planning (see Chapter 4.1.), by sharing costs, is also an opportunity to involve urban planners in professional work.

Their involvement in decision-making processes is continuous. It is advisable that a chosen representative of the given group could participating continuously in the preparation and decision-making processes related to the governance and management of HBA (BhENEFIT, 2017).

**Professional institutes, committees:** Professional organizations and committees can also be important players in HBA government and management. Their special knowledge contributes to making professionally established decisions in the management of cultural heritage. Among the professional organizations and committees, the Committees for Local Collection of Values and national park directorates should be mentioned.

According to the Article 3 of the Act XXX of 2012 on Hungarian national values and Hungarikums, municipalities can set up local collection of values and they can establish a Committee for Local Collection of Values. According to Article 28 (2) of the Act LIII of 1996 on the Protection of Nature, a national park is a characteristic, larger area of the country, which is not significantly changed in its natural features and its primary purpose is the protection of special (...) landscape and cultural values (...). This involves, that national park directorates also participate in the preservation of cultural heritage values.

Their involvement in decision-making processes is continuous. It is advisable that a chosen representative of the given group could participating continuously in the preparation and decision-making processes related to the governance and management of HBA (BhENEFIT, 2017).

**Investors:** Among other stakeholders, investors can play a significant role in the sustainable development of HBAs. Investors can become a catalyst for the regeneration of the region related to the development of HBAs as they might have a special financial interest in restoring and giving new functions to buildings belonging to the heritage. Involvement in decision-making processes is goal-oriented (in connection with certain properties) and is scheduled. However, in some cases, investors may be initiating parties (BhENEFIT, 2017).

**Owners, property managers:** Owners and property managers of the cultural heritage have to be mentioned among the additional stakeholders. Their involvement in decision-making processes is justified from the outset, since they have a strong say in the utilization of real estate as owners or property managers. Act LXIV of 2001 on the Protection of Cultural Heritage differentiate owners (proprietary rights practitioners) and property managers (users).

- Owners (property right practitioners) may be: the Hungarian State, Hungarian municipalities, churches, private owners (both Hungarian and foreign nationals);
- Property managers (users) may be: national parks, public institutions such as museums and collections, NGOs, private individuals, profit-oriented business associations, church districts.

Churches should be discussed separately as a special case within the group as they (especially the Reformed Church) play a very important role in preserving, protecting and managing the cultural and built heritage in the area. The related financial resources are partly financed from the central budget and partly from church contributions, so we can also look at the Church as an investor. There are many national and international examples of how the Church as owner and investor preserves and develops the cultural and built heritage of its own (BhENEFIT, 2017).

### 3.2.3. Citizens

The local population needs to be analysed apart from other stakeholders due to their stronger attachment and closer links with the cultural and built heritage. The population can be considered as a group of people (public opinion), because some individuals who are part of the population can often appear in different roles and with different demands. Their inclusion in the decision-making process is scheduled, within the framework of public debates, open days; however, they need continuous, day-to-day information (webpage of the project, local government, local newspaper). Winning the public, involving them in the processes, and communicating with them require special attention and sensitivity. If we can gain the engagement of the local population through HBA governance and management, preserving and utilizing the heritage can indeed be successful. Otherwise, some processes may trigger citizen oppositions.

### 3.3. Internal collaboration (inside the local authorities)

The joint governance and management of HBA requires coordinated work of the local authorities and institutions. It is necessary to define the organizational framework of the cooperation, to establish an HBA management organization. The organization is responsible for the following tasks:

- continuous operation of HBA management organization;
- defining project management tasks and defining their scheduling;
- coordinating the implementation of the tasks undertaken, compliance with deadlines;
- organization of partnerships and contacts, establishment of cooperation mechanisms, provision of adequate flow of information;
- arranging, organizing and documenting corporate meetings and related events;
- coordination of monitoring and evaluation.

In the case of Szabolcs 05. Local Government Development Association, the internal collaboration manifests itself in the strong cooperation of the 44 settlements as all of them have a strong interest in efficient and effective management of HBAs. One of the main aims is to find a common denominator that satisfies the expectations of all municipalities in the region.

## 4. POOLING AND OPTIMIZING RESOURCES, TRADE-OFF MECHANISM

### 4.1. The general framework and the methodology

Legal frameworks, whether formalized or not, should provide adequate legal and regulatory tools for the protection and management of cultural and built heritage. The following describes how to ensure interdisciplinarity between urban and strategic planning and how to improve the regulatory environment focusing on the HBA in Hungary.

In the practice of Hungarian settlement development, interdisciplinarity between urban and strategic planning has already been partly provided by the adaptation of Integrated Settlement Development Strategy (ISDS). By the legislation of the Government Decree 314/2012 (XI. 8.) on the Settlement Development Concept, the Integrated Settlement Development Strategy and the settlement planning tools, and on specific settlement planning legislation, the development of integrated urban development strategies has become an important part of the Hungarian urban development practice.

By introducing the Integrated Settlement Development Strategy, a coherent system of settlement-level development plans has been completed. The relationship between settlement and strategic planning is provided by 3 documents, which are:

- Settlement Development Concept: the vision and goals of the settlement are defined by the long-term concept;
- ISDS: the thematic goals and concrete development concepts to be achieved in the medium term are included in the strategy outlined in the conceptual goals.;
- Settlement planning tools: the physical framework needed to achieve the vision and goals set out in the concept and the concrete interventions planned in the strategy are described in the settlement planning tools – the Settlement Structure Plan and the Local Building Regulations.

The documents – related to settlement and strategic planning – described above has been supplemented with the Settlement Image Handbook and the Settlement Image Decree to be developed for all settlements in the country, since the adaptation of the Act LXXIV of 2016 on the Protection of the Settlement Image.

According to Article 2 (1) of the Act LXXIV of 2016, the protection of the settlement image means the preservation or design of a characteristic, valuable and traditional architectural image and structure of the settlement or settlement quarter. (2) The local government (...) provides the protection of the settlement image (...) in the municipality decree (settlement image decree). Article 4 (1) In order to provide a technical foundation for the decree, a Settlement Image Design Handbook is prepared.

Interdisciplinarity between urban and strategic planning and the content and logical connection between the various planning documents are ensured by certain indentation (4-6) of Article 3 of the Government Decree 314/2012 (XI. 8.):

- (4) The concept, the settlement structure plan, the handbook and the settlement image decree are made in line with the content of each other's.
- (5) The strategy is developed in accordance with the concept, taking into account the settlement structure plan.

- (6) The local building regulation is prepared in accordance with the settlement structure plan and the settlement image decree, (...).

From the point of view of the joint governance and management of cultural and architectural heritage, it is important to mention that the legislation (Government Decree 314/2012 (XI. 8.)) allows municipalities to develop joint municipal and strategic plans:

- According to Article 8, each municipality that participates in the joint planning will adopt the concept or strategy made in association by the local governments, by agreement, as an autonomous local government decision in their own administrative area.
- Article 17 (1) Each municipality that participates in the joint planning will adopt the handbook, settlement structure plan or local building regulation made in association by the local governments, by agreement, as an independent document in their own administrative area

The possibility of joint planning can provide space for treating experimental HBAs similar to the Hungarian area as a design unit. The development of the legal framework for settlement and strategic planning – focused on HBA – can be implemented as follows:

- Based on settlement specific Settlement Image Design Handbooks, territorial units where similar types of HBA located can be defined. These areas can form the HBA-focused design units that include multiple municipalities.
- Design handbooks and related regulations may identify the architectural or landscape elements related to the characteristic historical, cultural and architectural heritage of the settlement that can be part of the HBA. If these objects are not protected at local or national level, it is advisable to initiate their local protection.
- Special mention should be made of the long- and medium-term concept of managing natural, landscape and architectural values in conceptual and strategic documents.
- The settlement planning tools provide an opportunity for individual municipalities to set uniform architectural standards at territorial level to the landscape elements and buildings defined as HBA elements.

## 4.2. Mapping of the local resources

In order to determine the allocation and optimization of resources and the outline of capacity building, it is necessary to identify the main groups of actors involved. The following table describes the main groups, their roles and resources of the human-resource background of capacity building (World Heritage Committee, 2011):

Main groups for capacity building	Target audiences for capacity building	Competences
practitioners (individuals and groups who directly involved in the governance and management processes)	local authorities public institutions (educational and research institutions, etc.)	identifying and protecting community values data, information gathering, selection and service management and management issues: design, implementation and monitoring

Main groups for capacity building	Target audiences for capacity building	Competences
		scientific and technical issues resource utilization and management raising awareness and communication
Institutions (including heritage organizations, NGOs, advisory bodies and others institutions that have a responsibility for creating a management environment)	local, regional and state authorities enterprises, financial institutions private institutions (research, consultancy, etc.)	legislative issues, institutional frameworks (governance, decentralization) capacity building (financial issues, human resources and knowledge) definition of the stakeholders' behaviour rules (law, ethic rules, etc.) governance of societal processes, urban development and decision making identification and protection of the public values data/knowledge collection, selection and provision
Communities and Networks (including local communities living on or near properties, as well as larger networks that support them)	communities civil organizations religious institutions	identification and protection of the public values data/knowledge collection, selection and provision provision of feedbacks, critical reflection on the societal development

### 4.3. Description of the trade-off mechanism

According to the Shared Strategy, a trade-off mechanism in decision-making is a time-consuming process that aims to make the right and proper decision through dialogue between different actors, taking into account and evaluating all possible options and solutions. Reaching a balanced, transparent and shared decision is time-consuming procedure; however, the time itself is one of the most important and - at the same time - the most scarce elements of the process.

In order to find a balance between preserving or utilizing historical buildings, making profits or ensuring a liveable environment in settlements, trade-off mechanism can be a good method of governing and managing HBAs. During HBA governance and management, decisions are taken along the following steps (BhENEFIT, 2018; H. M. Bazerman and D. A. Moore, 2008):

**PROVIDING PARTICIPATION:**

- identifying different types of stakeholders;
- timing the involvement of certain stakeholders, defining their decision-making powers.

**RECOGNIZING THE NECESSITY OF A DECISION, SEARCHING ALTERNATIVES:**

- defining a strategic governance process, creating a transparent and open dialogue through permanent participation by stakeholders;

- involving "other stakeholders" (investors, citizens, tourists, etc.) in the decision-making process and management;
- generating alternatives;
- ensuring compliance with heritage protection standards and principles;
- choosing the best alternative.

**DECISION MAKING:**

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

**MONITORING:**

- monitoring and possible adaptation of the management plan.



## 5. MONITORING AND RESULTS

Well-functioning monitoring activities are an integral part of program management. The core of the monitoring activity is to monitor the implementation of the program to see whether interventions will result in the planned outputs and whether the implementation of the program actually leads to the expected results. While monitoring and evaluation activities are directly related to the implementation of the strategy, its foundation is essential as part of the planning process. The most important elements of this are the following:

- formulating clear objectives, developing a clear intervention logic,
- defining indicators for realistic measurement of program outputs and results,
- designing a system for monitoring and evaluating activities that support the implementation of the program.

Effective monitoring and evaluation activities cannot work without exactly defined indicators. The following table provides an overview of the result indicators to be applied related to the management goals. Detailed description of monitoring and evaluation methods should be part of a management plan.

Mission	Steps	Indicators
Establishing the necessary condition of a common governance and management system	Creating an HBA management organization – creating organizational frameworks. HBA management organization – defining the organization's operation methods, defining rights and responsibilities. Developing a detailed management plan – elaboration of a work plan for the management of cultural heritage.	Presence of a work plan for the preservation and development of cultural heritage.
Stronger and more inclusive participation of stakeholders in governance and management of heritage	Defining the group of stakeholders involved in the decision-making process; Targeting professional, institutional stakeholders. Organizing heritage programs.	The number of stakeholders involved in decision-making and management processes. The proportion of participants in residential forums related to heritage conservation (compared to the total population).
Capacity building related to heritage management	Mapping local and regional resources. Developing local human resources and knowledge. Involving external financial resources.	Number of trainings and workshops related to the management of cultural heritage. The amount of financial resources involved in the preservation and development of cultural heritage.

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Government Decree 314/2012 (XI. 8.) on the Settlement Development Concept, the Integrated Settlement Development Strategy and the settlement planning tools, and on specific settlement planning legislation – *314/2012. (XI. 8.) Korm. rendelet a településfejlesztési koncepcióról, az integrált településfejlesztési stratégiáról és a településrendezési eszközökről, valamint egyes településrendezési sajátos jogintézményekről*

Government Decree 68/2018. (IV. 9.) on the Regulations of the Cultural Heritage Protection – *68/2018. (IV. 9.) Korm. rendelet a kulturális örökség védelmével kapcsolatos szabályokról*

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## D.T1.3.2. IRÁNYELVEK A KÖZÖS STRATÉGIA HELYI VÉGREHAJTÁSÁHOZ

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## 1. ELŐSZÓ

Jelen tanulmánynak a közös stratégiához – A HBA integrált irányítási rendszeréhez kapcsolódó közös stratégia a közép-európai régióban (D.T1.3.1) – kapcsolódóan célja, hogy a helyi adottságokra alapozva meghatározza azokat az irányelveket és kereteket, amelyek hozzájárulnak a projekt keretében lehatárolt Történelmi Épített Terület (Historic Built Area – HBA) hatékonyabb és fenntarthatóbb irányításához és menedzsmentjéhez.

A 44 települést, közülük 6 várost magába foglaló HBA Szabolcs-Szatmár-Bereg megyében, Magyarország északkeleti részén található. A térség történelmi és kulturális fejlődésének következtében a történelmi épületek négy típusát – 16. és a 19. század között épült nemesi kastélyok és kúriák; a térség középkori templomai; parasztházak, népi építészet emlékei; Makovecz Imre nevével jelzett magyar organikus építészethez köthető épületek – tekinthetjük a HBA részének.

A HBA építészeti értékei a helyi lakosok számára a mindennapi élet helyszínei, templomok, kulturális és közintézmények és lakóházak, csakúgy, mint a térségi identitást erősítő szimbólumok. Mindemellett ezek az építészeti örökség elemei a térség turizmusának fő desztinációi. A térség épített örökségének megőrzése és fenntartható turisztikai hasznosítása ezért egy olyan részvételen alapuló irányítási és menedzsment modell kialakítását igényli, amely hatékonyan épít a helyi erőforrásokra.

Jelen dokumentum egy operatív kézikönyv, ami a HBA tervezésére, fenntartható erősítésére és megőrzésére vonatkozik. A megfogalmazott irányelvek közvetlenül a BhENEFIT projekt keretében Közép-Európára kialakított közös stratégiából származnak. Az irányelvekre olyan eszközökként tekinthetünk, amelyek integrálják és támogatják a már meglévő helyi térségi és települési terveket. A dokumentum fő célkitűzése a HBA-k fenntartható fejlesztése, holisztikus, multidiszciplináris és részvételen alapuló irányítási és menedzsment folyamatokra alapozva.

A projekt keretében mindegyik projektpartner sajátos területi jellemzőket azonosított, és kidolgozta jelen helyspecifikus dokumentumot, amely tartalma szorosan kapcsolódik a hozzá tartozó területhez. A helyi irányelvek tartalma a következő:

- általános célkitűzések;
- tervezési ajánlások a HBA-ra vonatkozó új projektekhez;
- az érintettek bevonása, a részvétel idejének és módjának meghatározása;
- döntéshozatali mechanizmusok, a részvételi és multidiszciplináris megközelítés jellemzői.

A Szabolcs 05. Önkormányzati Területfejlesztési Társulás elkötelezett abban, hogy a BhENEFIT Interreg Central Europe projekt keretében kidolgozzon és megvalósítson egy olyan helyi stratégiát, ami a HBA közös irányítási és menedzsment rendszerének fejlesztését szolgálja.

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Társulás elnöke

## 2. A HBA JÖVŐKÉPE ÉS KÜLDETÉSE

### 2.1. Jövőkép

Egy olyan irányítási és menedzsment rendszert fejlesztünk, ahol a hatóságok, az intézmények, a szakemberek, a közösségek és a hálózatok tisztán látják a helyi örökségvédelemmel összefüggő feladatokat, és képesek összehangolni munkájukat a helyi örökség védelme érdekében, valamint, hogy pozitív szerepet töltsenek be a helyi közösségek életében.

- A hatóságok és intézmények – kedvező jogszabályok és politikák révén – képesek lesznek támogatást nyújtani a hatékony kormányzáshoz és menedzsmenthez, hatékonyabb közigazgatási struktúrát hoznak létre és biztosítják az örökség védelméhez szükséges pénzügyi és emberi erőforrásokat.
- A szakemberek a szakmai tudásuk fejlesztése által nagyobb mértékben hozzá tudnak járulni a kulturális és épített örökség kezeléséhez, védelméhez.
- A részvételen alapuló szemlélet megerősödése által a lakosok, a helyi közösségek és a hálózatok tisztában lesznek a helyi örökség fontosságával és elkötelezetteké válnak megőrzésük iránt.

### 2.2. Küldetés

A jövőkép elérése érdekében e stratégia célja, hogy meghatározza azokat a kereteket, amelyek elősegítik:

- a kulturális és épített örökség helyi irányítási és menedzsment modeljének fejlesztését;
- a HBA kezeléséhez kapcsolódóan az érintettek – különösen a lakosság és a helyi közösségek – bevonását a részvételi tervezésbe;
- a kulturális és épített örökség megőrzését és kezelését szolgáló kapacitások bővítését.

#### **Közös kormányzás és menedzsment rendszer szükséges feltételeinek megteremtése**

Közös kormányzás és menedzsment megteremtése érdekében a megfelelő jogi keret - amely felhatalmazza az embereket és a szervezeteket a cselekvésre – létrehozása mellett ugyanolyan fontos a megfelelő szervezeti keretrendszer kialakítása is, amely meghatározza a cselekvéshez szükséges operatív struktúrát és munkamódszereket. A kulturális és épített örökség kezeléséhez szükséges szervezeti igények és döntéshozatali folyamatok gyakran intézményi keretek létrehozásához vezetnek. A létrehozott szervezet felelős az intézkedések tervezéséért és végrehajtásáért, az alkalmazott munkamódszerek folyamatos fejlesztéséért.

A cél elérését szolgáló lépések:

- HBA menedzsmentszervezet létrehozása – szervezeti keretek létrehozása;
- HBA menedzsmentszervezet működtetése – szervezet működésének meghatározása, jog- és felelősségkörök definiálása;
- részletes menedzsmentterv kidolgozása – a kulturális örökség menedzsmentjére vonatkozó feladatterv kidolgozása.

## **Az érdekeltek erősebb és inkluzívabb részvétele a kulturális és épített örökség irányításában és menedzsmentjében**

A menedzsment részvételi megközelítését számos területen, de különösen a természet- és örökségvédelem területén támogatják, mivel a részvételi tervezés és menedzsment révén a természeti és kulturális érték „közös tulajdonává” válik, ezáltal szolgálva a helyi közösségek, a helyi identitás erősítését. A szélesebb körű részvétel elérése a HBA-menedzsment egyik fő célja. Különösen fontos feladat a helyi lakosság és közösségek bevonása a részvételi tervezésbe.

A cél elérését szolgáló lépések:

- döntéshozatali folyamatba bevonandó érdekeltek körének meghatározása;
- szakmai, intézményi érdekelt felek célzott megszólítása;
- örökséggel kapcsolatos lakossági programok szervezése.

## **Az örökség kezeléséhez kapcsolódó kapacitásfejlesztés**

Kapacitásfejlesztés alatt a működési-, menedzsment folyamatokhoz szükséges erőforrások feltérképezését, összegyűjtését és fejlesztését értjük. Az erőforrások képezik az operatív kapacitás alapját. Az erőforrások három nagy kategóriába – emberi, pénzügyi és szellemi – sorolhatók. Lehetővé teszik az intézményi kereteknek a jogi keretben meghatározott feladatok végrehajtását.

Az erőforrások üzemanyagként szolgálnak a kulturális örökség megőrzésére és kezelésére létrehozott menedzsment rendszer működtetéséhez. Mennyiségük és minőségük, más tényezők mellett meghatározzák az adott intézményi keret működési kapacitását. A kulturális és épített örökség erőforrásai általában szűkösek, ezért kritikus, hogy hatékonyan, fenntartható módon használják őket, valamint, hogy folyamatos legyen a kapacitásuk építése, fejlesztése.

A cél elérését szolgáló lépések:

- helyi és térségi erőforrások feltérképezése;
- helyi humán erőforrások és tudás fejlesztése;
- külső pénzügyi források bevonása.

## 3. RÉSZVÉTELI MEGKÖZELÍTÉS

### 3.1. A részvételi megközelítés ismeretése általánosságban

Általánosságban véve a részvételen alapuló szemlélet elterjedése a kulturális örökség irányításában és menedzsmentjében azt jelenti, hogy a hivatalból résztvevő köz- és kutató intézmények és szakemberek mellett egyre fontosabb szerepet töltenek be a kulturális örökség iránt érdeklődő személyek, a civil társadalom, az örökség tulajdonosai, fenntartói, vagy éppen az örökség fejlesztésében érdekelt üzleti szereplők az örökség kezelésében.

Az örökség részvételen alapuló irányítása a hagyományos, hierarchizált kormányzás átalakulását eredményezi. Hatással van a jogi- és szakmai szereplők attitűdjének megváltozására, hiszen megköveteli, hogy az örökség értékelése során a szakmai szempontok mellett figyelembe vegyék a társadalmi szempontokat is.

A kulturális örökség részvételen alapuló menedzselése pedig kifejezi azt a szándékot, hogy mindennapi, általános gyakorlattá váljon a helyi építészeti örökség részvételen alapuló kezelése. Ez az innovatív megközelítés, amely a felülről szabályozott irányítási és menedzsment szemlélettel ellentétben valódi változást eredményezhet az ingatlanok fenntartásában, a fenntarthatóság kérdésében, valamint a lakossági elköteleződésben is.

A közép- és különösen a kelet-európai tapasztalatok azt mutatják, hogy a gyakorlatban a stratégiai és települési szintű tervezésbe nincsenek bevonva a helyi partnerek, közösségek, lakosok. A helyi érdekeltek tényleges részvétele és hozzájárulása a döntéshozatalban a legtöbb esetben korlátozott. A részvételen alapuló szemlélet gyakorlatba való integrálása ugyanakkor elengedhetetlen egy hatékony, erőforrás kímélő irányítási és menedzsment rendszer kiépítésében (BhENEFIT, 2018; World Heritage Resource Manual, 2013).

### 3.2. Érdekeltek bevonása

A részvételen alapuló kormányzás és menedzsment elterjesztése és megerősítése érdekében az érdekelt felek – kulturális örökség kezelésében érintett köz- és kutató intézmények és szakemberek, valamint egyéb érintett résztvevők – hatékony bevonása a HBA-menedzsment egyik fő célja és feladata.

A HBA tervezési, döntéshozatali és menedzsment folyamatába az érdekelt felek bevonásának cél- és feladatorientáltnak kell lennie. Az irányítási és menedzsment folyamatokba ugyanakkor nem szükséges mindig mindegyik érdekképviselői csoportot bevonni.

Az érdekelt felek olyan csoportok vagy egyének (azaz nemzeti vagy helyi kormányzati hatóságok, szakemberek, politikusok, civil szervezetek és vállalkozások, tulajdonosok, a helyi közösségek képviselői, polgárok), akik közvetlen vagy közvetett érintettségük által befolyásolni tudják a HBA működését. A közös stratégia alapján a jelen tanulmány az érdekelt feleket három fő kategóriára osztja és vizsgálja, amelyek a jog alapján érdekelt felek, a további érdekeltek, valamint a lakosság (BhENEFIT, 2018).

#### 3.2.1. Jog alapján érintettek

A jog alapján érdekelt felek azok az intézményi érdekeltek, akiket a döntéshozatali folyamat elején be kell vonni. A részvételük alapvető, mivel bármilyen építészeti örökséget érintő kérdésben ők az illetékes hatóság. Bevonásuk a HBA irányítási és menedzsmentjébe a kezdetektől indokolt (BhENEFIT, 2018).



A magyarországi jogszabályok alapján a jogi résztvevőknek a települési önkormányzatokat és az illetékes építésügyi és örökségvédelmi hatóságot tekinthetjük. A települési önkormányzatok, mint helyi hatóságok a HBA-k fő szereplői. A HBA területén illetékes építésügyi hatóság a HBA által érintett járás járásszékhely települési önkormányzatának jegyzője, vagyis Baktalórántháza, Csenger, Mátészalka és Nyíregyháza városok jegyzői. Az illetékes örökségvédelmi hatóság pedig a jogszabály alapján kijelölt járási hivatal (Nyíregyházi járási hivatal).

Bevonásuk jogi alapjait a következő jogszabályok adják:

- Magyarország helyi önkormányzatairól szóló 2011. évi CLXXXIX. törvény 13. § (1) alapján a helyi közügyek, valamint a helyben biztosítható közfeladatok körében ellátandó helyi önkormányzati feladatok többek között a településfejlesztés, településrendezés.
- Az épített környezet alakításáról és védelméről szóló 1997. évi LXXVIII. törvény 7. § (1) alapján a településfejlesztés és a településrendezés célja a lakosság életminőségének és a település versenyképességének javítása érdekében (...), a természeti, táji és építészeti értékek gyarapítása és védelme, (...).
- 7. § (2) A településfejlesztés és a településrendezés során biztosítani kell a területek közérdeknek megfelelő felhasználását a jogos magánérdekekre tekintettel. Ennek során figyelembe kell venni h) a megőrzésre érdemes történeti vagy településképi jelentőségű településrészek és az építészeti és régészeti örökség védelmét, felújítását és továbbfejlesztését, (...). Továbbá a törvény alapján a helyi önkormányzat építésügyi feladatai keretében 6/A.§ (1) aa) elláthatja az épített környezet helyi védelmét, a helyi építészeti értékek, a településkép, a rálátás és kilátás védelmét, (...).
- A törvény 57. § (1) alapján az építészeti örökségnek azok az elemei, amelyek értékük alapján nem részesülnek országos egyedi műemléki védelemben, de a sajátos megjelenésüknél, jellegzetességüknél, településképi vagy településszerkezeti értéküknél fogva a térség, illetőleg a település szempontjából kiemelkedőek, hagyományt őriznek, az ott élt emberek és közösségek munkáját és kultúráját híven tükrözik, a helyi építészeti örökség részét képezik.
- (2) A helyi építészeti örökség értékeinek feltárása, számbavétele, védetté nyilvánítása, fenntartása, fejlesztése, őrzése, védelmének biztosítása a települési önkormányzat feladata. (...).
- (3) A helyi védetté nyilvánításról vagy annak megszüntetéséről, továbbá a védettséggel összefüggő korlátozásokról és kötelezettségekről és támogatásokról a települési önkormányzat (...) a településképi rendeletben dönt.
- Az építésügyi és az építésfelügyeleti hatóságok kijelöléséről és működési feltételeiről szóló 343/2006. (XII. 23.) Korm. rendelet 1. § (1) alapján a kormány az elsőfokú építésügyi hatósági feladatokat ellátó általános építésügyi hatóságként az építmények, építési tevékenységek tekintetében a járásszékhely települési önkormányzat jegyzőjét (...) jelöli ki.
- 2001. évi LXIV. törvény és a 2010. évi CXXVI. törvény egyes pontjaiban kapott felhatalmazás alapján megalkotott A kulturális örökség védelmével kapcsolatos szabályokról szóló 68/2018. (IV. 9.) Korm. rendelet 3. § (1) szerint a kulturális örökség védelmével kapcsolatos hatósági feladatok ellátására az 1. mellékletben meghatározott járási hivatalok az illetékes hatóság.

Fontos feladat a jogi és egyéb szereplők közötti összhang megteremtése, az egymás iránti bizalom növelése, a hatósági folyamatok nyilvánosságának biztosítása. A közép-európai közigazgatási és tervezési gyakorlatban a részvételen alapuló modellek elterjedése idő, jó gyakorlatok adaptálásának és minden résztvevő részéről szemléletváltás kérdése (BhENEFIT, 2018).

### 3.2.2. További érdekeltek

A további érdekeltek közé a kulturális örökség irányításában és kezelésében résztvevő szervezetek és szakértők nagyon széles köre tartozik. Sok esetben a csoportoknak ellentétes igényeik és elvárásai vannak az épített örökség irányításával és kezelésével kapcsolatban. A részvételen alapuló irányítás és kezelés ilyen esetekben különösen fontos, hiszen ez biztosíthatja a win-win, vagy egyéb kompromisszumos megoldások megvalósulását. A további érdekeltek a döntéshozatali folyamatban különböző időpontokban és különböző jelleggel kell, hogy résztvegyenek (BhENEFIT, 2018). A további érdekeltek alatt a következő szereplőket emeljük ki:

**Várostervezők:** A terület- és településfejlesztésben jártas szakembereknek az örökségvédelem területén dolgozó szakemberek mellett fontos feladatuk lehet a szakmai munka koordinálásában. Ők azok, akik képesek szakmai kérdésekben a legjobban biztosítani a mediátori szerepet a különböző szereplők között.

Bevonásuk a döntéshozatali folyamatokba folyamatos. Célszerű, hogy adott csoport választott képviselője folyamatosan részt vegyen a HBA irányításával és menedzsmentjével kapcsolatos döntések előkészítésében és meghozatalában.

Kisebbségi településeken sok esetben nincsen elég pénzügyi forrás várostervezők alkalmazására, ugyanakkor a közös tervezés (lásd 4.1. fejezet) lehetősége – a költségek megosztása révén – lehetőséget nyújt arra, hogy a várostervezőket is bevonjuk a szakmai munkába (BhENEFIT, 2017).

**Szakmai szervezetek, bizottságok:** A szakmai szervezetek és bizottságok szintén fontos szereplők lehetnek a HBA irányítás és menedzsment területén. Speciális ismereteik hozzájárulnak ahhoz, hogy szakmailag megalapozott döntéseket hozzanak a kulturális örökség kezelése során. A szakmai szervezetek és bizottságok között ki kell emelni a települési értéktár bizottságokat és a nemzeti park igazgatóságokat.

A magyar nemzeti értékekről és a hungarikumokról szóló 2012. évi XXX. törvény 3. § (1) szerint a települési önkormányzat települési értéktárat és települési értéktár bizottságot hozhat létre. A természet védelméről szóló 1996. évi LIII. törvény 28. § (2) bekezdése alapján nemzeti park az ország jellegzetes, természeti adottságaiban lényegesen meg nem változtatott, olyan nagyobb kiterjedésű területe, melynek elsődleges rendeltetése (...), tájképi és kultúrtörténeti értékek védelme, (...). Ebből adódóan a nemzeti park igazgatóságok részt vesznek kultúrtörténeti értékek megőrzésében is.

Bevonásuk a döntéshozatali folyamatokba folyamatos. Célszerű, hogy adott csoport választott képviselője folyamatosan részt vegyen a HBA irányításával és menedzsmentjével kapcsolatos döntések előkészítésében és meghozatalában (BhENEFIT, 2017).

**Befektetők:** A további érdekeltek közül ki kell emelni a befektetőket, akiknek jelentős szerepük lehet a HBA-k fenntartható fejlesztési folyamatában. A befektetők a térség megújulásának katalizátorává válhatnak a HBA-k fejlesztéséhez kapcsolódóan, mivel kiemelt pénzügyi érdekük fűződhet a kulturális örökség részét képező épületek helyreállításához és újrahaznosításához. Bevonásuk a döntéshozatali folyamatokba célorientáltan (egyes fejlesztési kívánt ingatlanokhoz kapcsolódóan) és ütemezetten történik. Egyes esetekben ugyanakkor a befektetők is lehetnek kezdeményező fél (BhENEFIT, 2017).

**Tulajdonosok, vagyonkezelők:** az érintett felek között meg kell említeni a kulturális örökség tulajdonosait és használóit is. Bevonásuk a döntéshozatali folyamatokban a kezdetektől indokolt, hiszen tulajdonosként, vagy vagyonkezelőként jelentős beleszólásuk van az ingatlan hasznosításába. A kulturális örökség védelméről szóló 2001. évi LXIV. törvény tulajdonosokat (tulajdonosi joggyakorlókat), valamint a vagyonkezelőket (használókat) különböztet meg.

- Tulajdonosok (tulajdonosi joggyakorlók) lehetnek: a Magyar Állam, magyar önkormányzatok, egyházak, magántulajdonosok (magyar vagy külföldi állampolgár egyaránt)
- Vagyonkezelők (használók) lehetnek: nemzeti parkok, közintézmények: múzeumok, gyűjtemények, civil szervezetek, magánszemélyek, profitorientált gazdasági társaságok, egyházkerületek

A csoporton belül ki kell emelni az egyházat, mint speciális esetet. A térségben az egyházak – különösen a református egyház – fontos szerepet játszanak a kulturális és épített örökség megőrzésében, védelmében és kezelésében. Az ehhez kapcsolódó pénzügyi források megtermése részben a központi költségvetésből, részben egyházi hozzájárulásból történik, ezért az egyházra, mint befektetőkre is tekinthetünk. Számos hazai és nemzetközi jó példa van arra, hogy az egyház, mint tulajdonos és befektető, hogyan őrzi meg és fejleszti a tulajdonát képező kulturális és épített örökséget (BhENEFIT, 2017).

### 3.2.3. Lakosok

A helyi lakosságot az örökséggel való szorosabb kapcsolat, a kötődés miatt ki kell emelni a további érdekelteltek közül. A lakosságra, mint csoportra (közvélemény) tekintünk, hiszen a lakosságot alkotó egyes egyének sokszor más szerepkörben, eltérő igényekkel is megjelenhetnek. Bevonásuk a döntéshozatali folyamatokban ütemezetten, lakossági fórumok, nyílt napok keretében indokolt, ugyanakkor szükséges a folyamatos, mindennapos tájékoztatásuk (önkormányzatok, project holnapján, helyi újságban). A közvélemény megnyerése, a lakosság bevonása a folyamatokba, és a velük való kommunikáció kiemelt figyelmet és érzékenységet kíván. Amennyiben a HBA irányítás s kezelés során meg tudjuk nyerni a helyi lakosság elköteleződését, az örökség megőrzése és hasznosítása valóban sikeressé válhat. Ellenkező esetben egyes folyamatok lakossági ellenállásba ütközhetnek.

### 3.3. Belső együttműködés (a helyi hatóságokon belül)

A HBA közös irányítása és menedzsmentje megköveteli, az érintett helyi hatóságok és intézmények koordinált munkáját. Meg kell határozni az együttműködés szervezeti kereteit, létre kell hozni egy HBA menedzsment szervezetet. A szervezet az alábbi feladatokért felelős:

- HBA menedzsmentszervezet folyamatos működtetése;
- projektmenedzsment feladatok definiálása, ütemezésük meghatározása;
- a vállalt feladatok teljesítésének koordinálása, a határidők betartása;
- partnerség és kapcsolattartás megszervezése, együttműködési mechanizmusok kialakítása, a megfelelő információáramlás biztosítása;
- testületi ülések, kapcsolódó rendezvények szervezése, lebonyolítása, dokumentálása;
- monitoring és értékelés koordinálása.

A Szabolcs 05. Önkormányzati Területfejlesztési Társulás esetében a belső együttműködés a 44 település szoros együttműködésében nyilvánul meg, mivel mindegyik település érdekelt a HBA-k hatékony és eredményes kezelésében. Az egyik fő cél egy olyan közös nevező megtalálása a kulturális örökség megőrzése és hasznosítása területén, amely megfelel a régió valamennyi önkormányzati elvárásainak.

## 4. ERŐFORRÁSOK ÖSSZEGYÚJTÁSA ÉS OPTIMALIZÁLÁSA, TRADE-OFF MECHANIZMUS

### 4.1. Az általános keretek és a módszertan ismertetése

A jogi kereteknek - akár hivatalosak, akár nem - megfelelő jogi és szabályozási eszközöket kell biztosítani a kulturális és épített örökség védelméhez és kezeléséhez. A következőkben ismertetjük, hogy Magyarországon hogyan biztosítható a városi és a stratégiai tervezés közötti interdiszciplinaritás, valamint, hogy hogyan fejleszthető a tervezési, szabályozási környezet a HBA-ra összpontosítva.

A magyar településfejlesztés gyakorlatában a települési és stratégiai szintű tervezés közötti interdiszciplinitás részben már biztosított volt az Integrált Településfejlesztési Stratégiák (ITS) elterjedésével. A településfejlesztési koncepcióról, az integrált településfejlesztési stratégiáról és a településrendezési eszközökről, valamint egyes településrendezési sajátos jogintézményekről szóló 314/2012. (XI. 8.) Korm. rendelet alapján vált a hazai városfejlesztési gyakorlat részévé az integrált szemléletű településfejlesztési stratégiák készítése.

Az Integrált Településfejlesztési Stratégia bevezetésével teljessé vált a települési szintű fejlesztési és rendezési tervek összefüggő rendszere. A települési és stratégiai szintű tervezés kapcsolatát 3 dokumentum biztosítja, amelyek a következők:

- Településfejlesztési Koncepció: a település jövőképét és céljait a hosszútávra szóló koncepció határozza meg.
- ITS: a középtávra vonatkozó tematikus célokat és konkrét fejlesztési elképzeléseket a koncepció célrendszeréből levezetett stratégia tartalmazza.
- Településrendezési eszközök: a koncepcióban rögzített jövőkép és célok, valamint a stratégiában tervezett konkrét beavatkozások eléréséhez szükséges fizikai kereteket a településrendezési eszközök – a Településszerkezeti Terv, valamint Helyi Építési Szabályzat – ismertetik.

A fentebb ismertetett települési és stratégiai szintű tervezéshez kapcsolódó dokumentumok a településképvédelméről szóló 2016. évi LXXIV. törvény elfogadása óta kiegészülnek az ország minden településére kidolgozandó településképi arculati kézikönyvvel és településképi rendelettel.

2016. évi LXXIV. törvény 2. § (1) alapján a településképvédelme a település vagy településrész jellegzetes, értékes, illetve hagyományt őrző építészeti arculatának és szerkezetének - az építészeti, táji érték és az örökségvédelem figyelembevételével történő - megőrzését vagy kialakítását jelenti. (2) A települési önkormányzat (...) a településképvédelmét (...) önkormányzati rendeletben (településképi rendelet) biztosítja. 4. § (1) A településképi rendelet szakmai megalapozása érdekében településképi arculati kézikönyv készül.

A települési és stratégiai szintű tervezés közötti interdiszciplinitást a különböző tervdokumentumok közötti tartalmi és logikai kapcsolatot a 314/2012. (XI. 8.) Korm. rendelet 3. § egyes bekezdései (4-6) biztosítják:

- (4) A koncepció, a településszerkezeti terv, a kézikönyv és a településképi rendelet egymással tartalmi összhangban készül.
- (5) A stratégia a koncepcióval összhangban, a településszerkezeti terv figyelembevételével kerül kidolgozásra.

- (6) A helyi építési szabályzat (...) a településszerkezeti tervvel és a településképi rendelettel összhangban készül.

A kulturális és épített örökség közös irányítása és kezelése szempontjából fontos megemlíteni, hogy a jogszabály (314/2012. (XI.8.) kormányrendelet) lehetővé teszi az önkormányzatok számára közös települési és stratégiai tervek elkészítését:

- 8. § Az önkormányzatok által - megállapodás alapján - társulásban készített koncepciót vagy stratégiát a közös tervezésben részt vevő minden települési önkormányzat a saját közigazgatási területére önálló önkormányzati döntésként fogadja el.
- 17. § (1) Az önkormányzatok által - megállapodás alapján - társulásban készített kézikönyvet, településszerkezeti tervet vagy helyi építési szabályzatot a közös tervezésben részt vevő minden települési önkormányzat a saját közigazgatási területére külön-külön dokumentumként fogadja el.

A közös tervezés lehetősége teret nyújthat a magyarországi területhez hasonló kísérleti HBA-k egy tervezési egységként történő kezelésére. A települési és startégiái tervezés – HBA fókuszú – jogi kereteinek a fejlesztése a következő módon valósulhat meg:

- A településenként kidolgozott településképi arculati kézikönyvek alapján lehatárolhatók azok a területi egységek, ahol hasonló típusú HBA-k találhatóak. E lehatárolt területek képezhetik a közös, HBA fókuszú tervezési egységeket.
- A kézikönyvekben és a kapcsolódó rendeletekben meghatározhatók azok a jellegzetes történelmi, kulturális és épített örökséghez kapcsolódó építészeti vagy táji elemek, amelyek a HBA részét képezhetik. Amennyiben ezek az objektumok nem védettek helyi, vagy országos szinten, akkor érdemes kezdeményezni helyi védelem alá helyezésüket.
- A koncepcionális és stratégiai szintű dokumentumokban külön ki kell térni a természeti, táji és épített értékek kezelésének hosszú- és középtávra vonatkozó elképzeléseire.
- A településrendezési eszközök pedig lehetőséget adnak arra, hogy az egyes önkormányzatok területi szinten egységes építészeti előírásokat szabjanak meg a HBA elemeiként meghatározott tájelemekre és épületekre.

## 4.2. A helyi erőforrások feltérképezése

Az erőforrások megosztásának és optimalizálásának, a kapacitásépítés körvonalainak meghatározása érdekében szükséges beazonosítani az érintett szereplők fő csoportjait. A következő táblázatban ismertetjük a kapacitásépítés humán-erőforrás háttérének fő csoportjait, szerepüket és erőforrásaikat (World Heritage Committee, 2011):

A kapacitásépítés fő csoportjai	Célcsoportok a kapacitásépítés főcsoportjain belül	Kompetenciák
gyakorlók (olyan személyek és csoportok, akik közvetlenül részesei az irányítási és menedzsment folyamatoknak)	helyi hatóságok közintézmények (oktatási és kutatóintézmények stb.)	a közösségi értékek azonosítása és védelme adat-, információgyűjtés, -kiválasztás és -szolgáltatás irányítási és menedzsment kérdések: tervezés, megvalósítás és monitoring

A kapacitásépítés fő csoportjai	Célcsoportok a kapacitásépítés főcsoportjain belül	Kompetenciák
		tudományos és technikai kérdések erőforrás-felhasználás és –kezelés a tudatosság és a kommunikáció növelése
Intézmények (beleértve az örökségvédelmi szervezeteket, NGO-kat, tanácsadó testületeket és más intézményeket, amelyek felelősek a menedzsment környezet kialakításáért).	helyi, regionális és állami hatóságok vállalkozások, pénzintézetek magán intézmények (kutatás, tanácsadás stb.)	jogalkotási kérdések, intézményi keretek (kormányzás, decentralizáció) kapacitásépítés (pénzügyi kérdések, emberi erőforrások és tudás) az érdekeltek viselkedési normáinak meghatározása (jog, etikai szabályok stb.); a társadalmi folyamatok irányítása, városfejlesztés és a döntéshozatal a közösségi értékek azonosítása és védelme adat-, információgyűjtés, -kiválasztás és -szolgáltatás
Közösségek és hálózatok (helyi vagy a közelben élő közösségek, valamint nagyobb hálózatok, amelyek támogatják őket)	közösségek civil szervezetek egyházak	identification and protection of the public values adat-, információgyűjtés, -kiválasztás és -szolgáltatás visszacsatolás, kritikus gondolkodás a társadalmi fejlődésről

### 4.3. Trade-off mechanizmus leírása

A közös stratégia alapján a kompromisszumos megoldás keresése (trade-off mechanism) a döntéshozatalban olyan időigényes folyamat, amelynek célja - a helyes és megfelelő döntés megteremtése a különböző szereplők közötti párbeszéd révén, figyelembe véve és értékelve az összes lehetséges lehetőséget és megoldást. A kiegyensúlyozott, átlátható, közös döntések meghozatalához idő szükséges, amely a folyamat egyik legfontosabb, ugyanakkor legszűkebb eleme.

Annak érdekében, hogy megtalálják az egyensúlyt a történelmi épületek megóvása vagy hasznosítása, a profitszerzés előtérbe helyezése vagy élhető települési környezet biztosítása között a kompromisszumos megoldáskeresés egy jó módszer lehet a HBA-k irányítása és menedzselése során. A HBA irányítása és menedzsmentje során a döntéseket az alábbi lépések mentén szükséges meghozni (BhENEFIT, 2018; H. M. Bazerman and D. A. Moore, 2008):

#### RÉSZVÉTEL BIZTOSÍTÁSA:

- az érdekeltek különböző típusainak meghatározása;
- egyes érdekeltek bevonásának ütemezése, döntési jogkörök meghatározása.

#### DÖNTÉS SZÜKSÉGESSÉGÉNEK FELISMERÉSE, ALTERNATÍVÁK KERESÉSE:

- a stratégiai irányítási folyamat meghatározása, átlátható és nyitott párbeszéd megteremtése a jog alapján érintettek állandó részvétele által;
- a "további érdekeltek" (befektetők, állampolgárok, turisták stb.) bevonása a döntéshozatali folyamatban és a menedzsmentben;
- alternatívák generálása;
- az örökségvédelmi előírásoknak és elveknek való megfelelés biztosítása;
- a legjobb alternatíva kiválasztása.

**DÖNTÉS MEGHOZATALA:**

- az önkormányzati döntéshozatal, konkrét menedzsment terv kidolgozása.

**MONITORING:**

- a menedzsment terv figyelemmel kísérése és esetleges kiigazítása.

## 5. MONITORING ÉS EREDMÉNYEK

A jól működő monitoring tevékenység a programmenedzsment szerves része. A monitoring tevékenység lényege a program végrehajtása során annak figyelemmel kísérése, hogy a beavatkozások nyomán létrejönnek-e a tervezett outputok, illetve, hogy a program végrehajtása valóban az elvárt eredményekhez vezet-e. Ugyan a monitoring és értékelési tevékenység közvetlenül a stratégia végrehajtásához kapcsolódik, megalapozása elengedhetetlen a tervezési folyamat részeként. Ennek legfontosabb elemei a következők:

- egyértelmű célok megfogalmazása, világos beavatkozási logika kialakítása,
- a program outputjainak és eredményeinek reális mérésére alkalmas indikátorok definiálása,
- a program végrehajtását támogató monitoring és értékelési tevékenység rendszerének megtervezése.

Hatékony monitoring és értékelési tevékenység nem működhet pontosan definiált indikátorok nélkül. A következő táblázatban áttekintést adunk a menedzsment célokhoz kapcsolódóan alkalmazni kívánt eredménymutatókról. A monitoring és értékelési módszerek részletes ismertetése a menedzsment terv részét kell, hogy képezze.

Küldetés	Műveletek	Indikátorok
Közös kormányzás és menedzsment rendszer szükséges feltételeinek megteremtése	HBA menedzsmentszervezet létrehozása – szervezeti keretek létrehozása. HBA menedzsmentszervezet működtetése – szervezet működésének meghatározása, jog- és felelősségkörök definiálása. Részletes menedzsmentterv kidolgozása – a kulturális örökség menedzsmentjére vonatkozó feladatterv kidolgozása.	Kulturális örökség megőrzésére és fejlesztésére vonatkozó feladatterv megléte.
Az érdekelték erősebb és inkluzívabb részvétele a kulturális és épített örökség irányításában és menedzsmentjében	Döntéshozatali folyamatba bevonandó érdekelték körének meghatározása. Szakmai, intézményi érdekelt felek célzott megszólítása. Örökséggel kapcsolatos lakossági programok szervezése.	A döntéshozatali és menedzsment folyamatokban résztvevő érdekelték száma. Örökségvédelemhez kapcsolódó lakossági fórumokon résztvevők aránya a teljes lakossághoz viszonyítva.
Az örökség kezeléséhez kapcsolódó kapacitásfejlesztés	Helyi és térségi erőforrások feltérképezése. Helyi humán erőforrások és tudás fejlesztése. Külső pénzügyi források bevonása.	Kulturális örökség menedzsmentjéhez kapcsolódó képzések, workshopok száma. Kulturális örökség megőrzésére és fejlesztésére bevont pénzügyi források nagysága.



## 6. IRODALOMJEGYZÉK

### Hivatkozott irodalom:

BhENEFIT (2017); HBA Governance System Analysis: Hungary; BhENEFIT INTERREG Central Europe, 2017

BhENEFIT (2018); Shared strategy for an integrated governance system of Historical Built Areas within the Central Europe region (D.T1.3.1); BhENEFIT INTERREG Central Europe, 2018

H. M. Bazerman and D. A. Moore (2008); For a review of the rational decision-making model; Judgement in Managerial Decision Making, 7th ed.; Hoboken, New Jersey; Wiley, 2008

World Heritage Committee (2011); World Heritage strategy for capacity building, Presentation and adoption of the World Heritage strategy for capacity building, WHC-11/35.COM/9B; UNESCO, 2011

UNESCO World Heritage Centre (2013); Managing Cultural World Heritage of UNESCO; World Heritage Resource Manual; UNESCO, 2013

### Hivatkozott jogszabályok:

1996. évi LIII. törvény a természet védelméről

1997. évi LXXVIII. törvény az épített környezet alakításáról és védelméről

2001. évi LXIV. törvény a kulturális örökség védelméről

2011. évi CLXXXIX. törvény Magyarország helyi önkormányzatairól

2012. évi XXX. törvény a magyar nemzeti értékekről és a hungarikumokról

2016. évi LXXIV. törvény a településképp védelméről

343/2006. (XII. 23.) Korm. rendelet az építésügyi és az építésfelügyeleti hatóságok kijelöléséről és működési feltételeiről

314/2012. (XI. 8.) Korm. rendelet a településfejlesztési koncepcióról, az integrált településfejlesztési stratégiáról és a településrendezési eszközökről, valamint egyes településrendezési sajátos jogintézményekről

68/2018. (IV. 9.) Korm. rendelet a kulturális örökség védelmével kapcsolatos szabályokról

# GUIDELINES FOR THE IMPLEMENTATION OF THE STRATEGY AT THE LOCAL LEVEL

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Idrija, October, 2018

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## 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 greater 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.

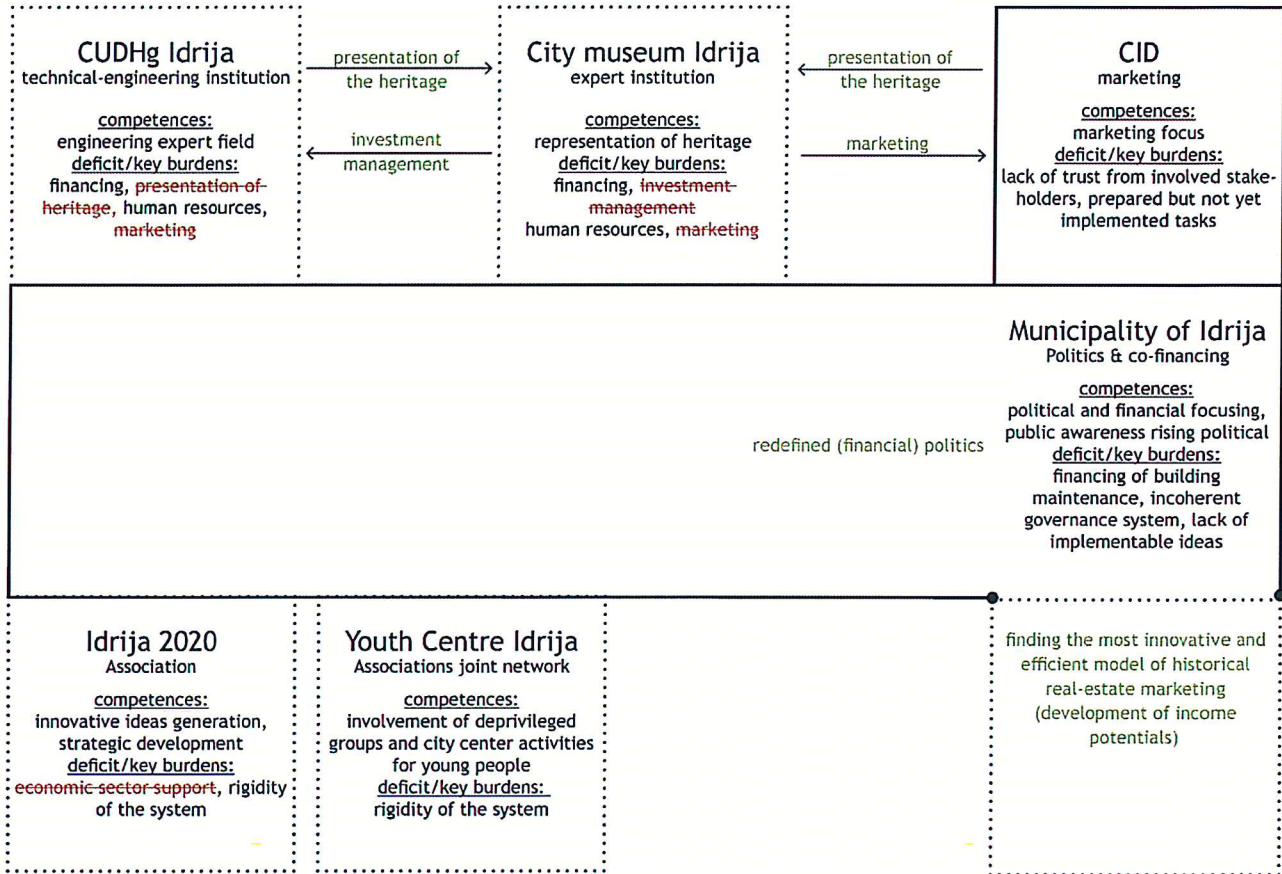


Diagram 1: problems detected and solutions offered during the individual work with different stakeholders. If the line is continuous Municipality is majority financier if it's dotted the Municipality is minority financier. The monogram shows that the key problem is in undefined and overlapping responsibilities 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)

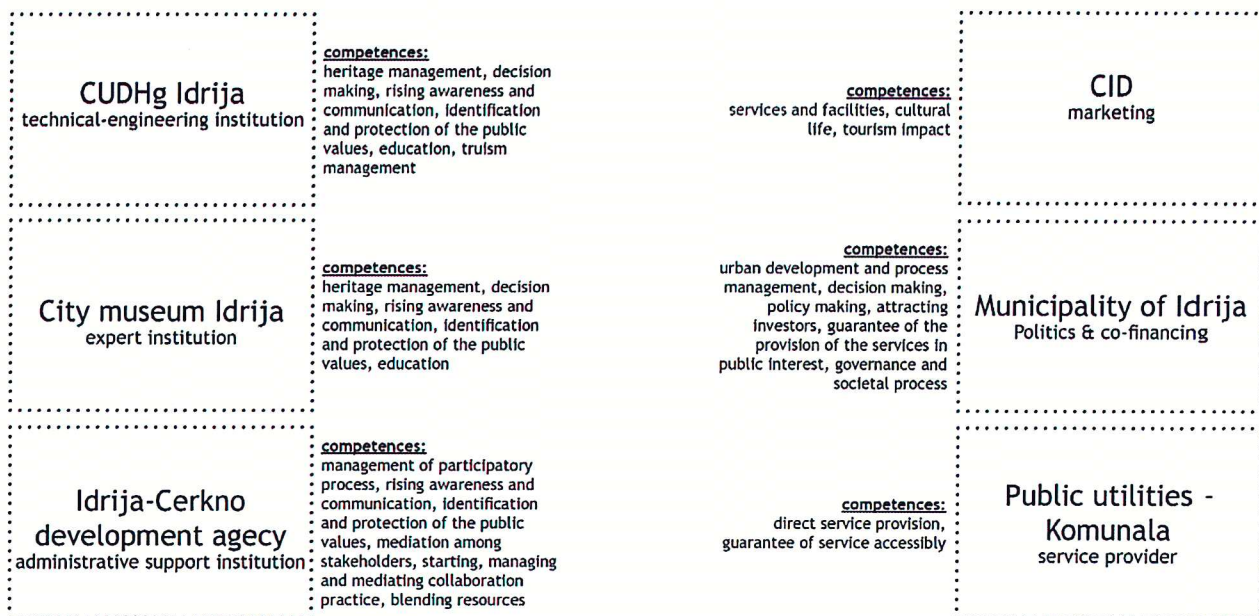


Diagram 2: competences

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.

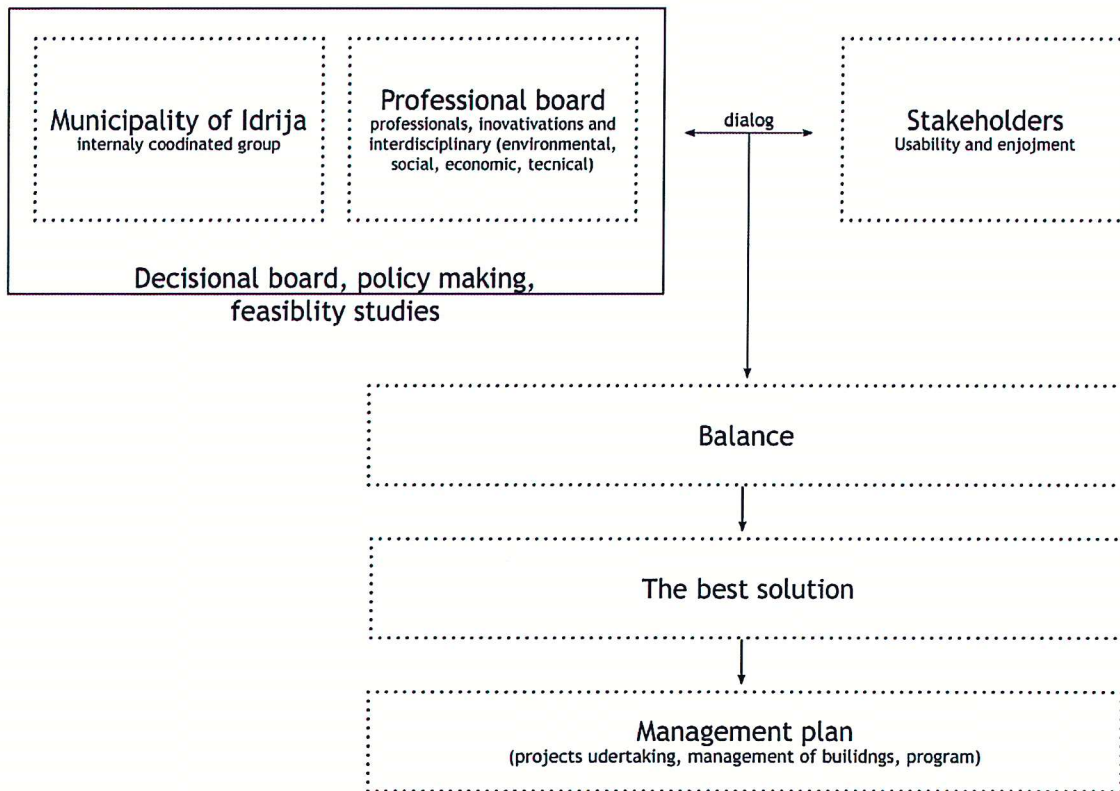


Diagram 3: trade-off mechanism

## 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**

# SMERNICE ZA IMPLEMENTACIJO STRATEGIJE NA LOKALNI RAVNI

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Idrija, Oktober, 2018

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## 1. SMERNICE ZA UPRAVLJANJE IN MENEDŽMENT

### 1.1. Idrija - dediščina za jutri.

Idrija se dobro zaveda bogastva svoje zgodovine in iz tega izvirajoče dediščine. Z uvrstitvijo idrijske dediščine na seznam Unescove dediščine je bila le-ta postavljena na zemljevid sveta. Že tekom tega procesa (priprave kandidature Idrije za Unesco dediščino) je bilo veliko govora o tem kaj dediščina predstavlja in kako z njo upravljati. Upravljavski načrt, ki je bil takrat sprejet odraža dober in pretehtan način razumevanja upravljanja. Kljub temu se v praksi pojavljajo dodatni izzivi, saj se upravljanje dediščine kaže kot izjemno kompleksno tako politično in gospodarsko kot tudi kulturno - razpeto med ohranjanjem in razvojem. Pričujoči dokument pozdravljamo, saj predstavlja konkretno vzpodbudo za ponovno prevetritev in nadgraditev našega truda in dela na tem področju.

Bojan Sever  
Župan Občine Idrija

### 1.2. Smernice - zakaj jih potrebujemo?

Je operativni dokument, ki se navezuje na oblikovanje, izpostavlja trajnost in ohranjanje dediščine historičnih urbanih območji (HUO). Smernice se neposredno navezujejo na pripravljeno strategijo za Srednjo Evropo, ki je nastala v okviru evropskega projekta Bhenefit. *Skupna Strategija za integriran sistem upravljanja historičnih urbanih območji na območju Srednje Evrope* (v nadaljevanju strategija) opiše in izpostavi instrumente za celoten pristop, ki nadgrajujejo že razvite prostorske in urbanistične plane. Glavni cilj je trajnosten razvoj HUO, ki temelji na celostnem, multidisciplinarnem in participativnem pristopu in tudi takšnem procesu upravljanja in menedžmenta HUO.

## 2. poglavje: Vizija in misija historičnih urbanih območji (HUO)

### 2.1. Vizija (ideja: predstavlja kaj naj bi HUO postalo)

Naša vizija je da se ohranja avtentičnost idrijskega historičnega urbanega območja pri čemer se išče ravnovesje med zgodovinsko avtentičnostjo in zahtevami ter potrebami sodobnega bivanja. To pomeni, da si bo Idrijska Občina prizadevala za rešitve, ki bodo gradile na uporabnosti, privlačnosti za rabo in avtentičnosti grajene dediščine.

### 2.2. Misija (vodnik za uresničitev vizije, osredotoča se na sedanost in jasno opiše kako in s katerimi načini naj dosežemo željeno)

Vizija bo dosežena prek naslednjih korakov.

**Prvi korak: učenje iz že izvedenih projektov vzdrževanja in adaptacij za novo rabo**  
Izvedena bo analiza, ki bo pokazala kako uspešni so bili izvedeni projekti in kje so se pokazali največji primanjkljaji. Analiza bo upoštevala več različnih parametrov - od statike in energijske učinkovitosti, do uporabnosti in privlačnosti za predvideno rabo.

**Drugi korak: pregled stavb, ki potrebujejo vzdrževalna dela in/ali oživitev v smislu uporabnosti**  
Izvedena bo analiza historičnih zgradb v lasti Občine, ki bo določila obstoječe stanje historičnih zgradb, ki potrebujejo vzdrževalna dela ali vzpostavitev nove namenske rabe. Analiza bo upoštevala več različnih parametrov - od statike in energijske učinkovitosti, do uporabnosti in privlačnosti za predvideno rabo.

**Tretji korak: izboljšava obstoječe situacije**  
Pripravljen bo akcijski plan, ki bo predvidel način izboljšanja obstoječe situacije in nadaljnjega razvoja vsega potrebnega. Ta korak predvideva vključevanje različnih deležnikov in oblikovanje odločevalskega odbora vezanega projekte vezane na zgodovinske stavbe. Odbor naj bi sestavljali zaposleni na Občini in zunanji strokovnjaki.

## 3. poglavje: participativni pristop

*(opredelitev različnih ključnih členov lokalnega upravljanja, ki se naj jih vključi. Za vsako kategorij je navedena definicija, čas vključitve in načini za široko vključenost v učinkovito participacijo v upravljanje in menedžment)*

### 3.1. O participativnem načrtovanju na splošno

Participacija deležnikov v procesu upravljanja in menedžmenta je ključna. Med procesom analize sistema upravljanja (nanašamo se na delo v sklopu lokalne akcijske skupine), so bile zaznane določene pomanjkljivosti. Na prvem mestu se je pokazala temeljna potreba po vzpostavitvi koherentnega odločevalskega sistema in potreba po izboljššanem upravljanju projektov na področju nepremične dediščine in historičnih grajenih območji.

Kot navedeno v Skupni strategiji za Srednjo Evropo je današnji okvir kulturne dediščine razumljen mnogo širše kot nekdanj. V preteklosti je sistem upravljanja in menedžmenta temeljil na zunanji pojavnosti zgradb, materialnih danostih in tradicionalnem razumevanju da je ohranjanje predvsem znanost o materialnih danostih. Ta način razumevanja se je tekom let razvil in dopolnil tako, da je posvojil razumevanje, ki daje kulturni in naravni dediščini večnamensko funkcijo v življenju lokalne skupnosti in jo vključuje v celostno načrtovane programe.

Danes lahko govorimo o integralnem pristopu v upravljanju in menedžmenu kulturne dediščine. Gre za multidisciplinaren in dinamičen proces, demokratično upravljanje z vključevanjem finančnih vidikov in inovacij. V sodobnem načinu razumevanja ohranjanje in vrednotenje v Srednji Evropi vključuje tudi: turistični in ekonomski razvoj in vključevanje ter vprašanja dostopnosti in urbanega planiranja.

Lokalni sistem, strategije in urbanistično načrtovanje največkrat prepoznajo dediščino kot enega izmed vidikov in skušajo povezati kulturni, socialni in gospodarski razvoj. Kultura je tako ključni vidik za ustvarjanje dobroti, čigar makroekonomski pomen raste skupaj s ključnimi pokazatelji kakovosti življenja in dobroti. Kulturna dediščina je tako dojeta kot ključni vir za trajnostni razvoj še posebej kadar razmišljamo o pomenu lokalnih virov. Omenjeni način gledanja in načrtovanja lahko prinese opazne prednosti v teh glavnih sektorjih: gospodarstvu, okolju in družbi. (povzeto po: Shared Strategy for an Integrated Governance System of Historical Build Areas Within the Central Europe Region, project Bhenefit, str.23, 24)

Glede na zgoraj navedeno bi na lokalni ravni morali upoštevati dva ključna vidika.

#### **Prvič - izboljšanje odločevalskega sistema - upravljavski proces**

Občina Idrija potrebuje širši pogled in mora prilagoditi predpostavke obnavljanja in ohranjanja historičnih zgradb in historičnega urbanega območja v smislu osredotočenosti na tri glavne fokuse:

Dodatna izobraževanja za zaposlene v občinski upravi, vzpostavitev strokovnega odbora ki bo pokrival okoljske, socialne, tehnične in gospodarske vidike. Zadnji fokus naj temelji na notranjem sodelovanju in povezanosti zaposlenih občinske uprave, kar bi spodbudilo in zagotovilo integralni (povezovalni) pristop in sodelovanje med različnimi sektorji.

#### **Drugič - dobro upravljanje projektov - menedžment**

Prvi korak na tej poti bi bil podrobna analiza obstoječe situacije in najbolj smeli in željeni rezultati posameznega projekta vezanega na kulturno dediščino. Vse to bi moralo biti v sozvočju z vizijo upravljanja mestnega jedra, tržnimi potrebami, prednostmi za lastnike, inovacijami in ohranjanjem. Kot drugi korak bi bilo potrebno v vsak projekt vključiti kompetentne strokovnjake z omenjenih področji in

spodbuditi inovativne rešitve z združevanjem socialnih, gospodarskih in okoljskih vidikov. Tekom tega procesa bi zato morali najprej izpeljati dobro tržno in programsko analizo - vzporedno ali tik pred oblikovanjem projektne naloge. Ob zaključku priprave gradbeno arhitekturnih izvedbenih načrtov bi bilo potrebno pripraviti najbolj izvedljiv finančni-investicijski program, socialne učinke in okoljske standarde na kratko - menedžment ravnovesja med vsemi vključenimi vidiki (sociološkimi, gospodarskih, tehničnim in okoljskim).

### 3.2. Vključenost deležnikov

Kot navedeno v Strategiji, naj bi bila vključenost deležnikov osredotočena na željene in definirane cilje in naj bi odražala deležnike dotičnih skupin. Deležniki naj bodo definirani, kot skupina posameznikov, ki se ji menedžment HUU dotika tako ali drugače:

- Imajo od tega direktno korist,
- Imajo od tega neugodne posledice,
- Neposredno vplivajo na HUU sistem (storitve) - lastniki, upravitelji ipd.,
- Posredno vplivajo na HUU sistem (storitve) - odločevalci, civilna družba, organizacije ipd.

Deležnike lahko delimo tudi glede na iz zakona izhajajoče obveznosti: institucije, ki morajo biti vključene na začetku procesa odločanja.

Drugi deležniki so deležniki, ki jih je potrebno vključiti v odločevalski proces v različnih fazah in z različnimi nameni.

V nadaljevanju strategija navaja da so ključne sestavine za vzpostavitev plodovitega sodelovanja z deležniki: *zaupanje, prilagodljivost danostim in transparentnost.*

*Zaupanje:* vzpostaviti dobro vzdušje (še posebej s privatnimi deležniki) in omogočiti deležnikom da izrazijo svoje poglede in skupaj delajo na zagotovitvi vključenosti njihovih pogledov. Istočasno pa je potrebno zavedanje da ni namen doseči sto odstotno soglasje pač pa doseči razumevanje deležnikov o tem kaj je podlaga za odločanje in posledično vzpodbuditi večje zaupanje v primernost odločitve.

*Prilagodljivost danostim:* prvi korak za učinkovito vključenost deležnikov je razvoj primerne pristopa in načrt za izvajanje strategije. Lokalna administracija mora prevzeti vlogo moderatorja, ki lahko podpira in vodi dialog med različnimi tipi deležnikov. Vzpostavitev »enakega jezika« je osnova za vzpostavitev dialoga, ki je sposoben prilagodljivosti in se ne poslužuje splošnih, pač pa osredotočenih izzivov. Pri tem je pomembna jasna opredelitev odgovornosti, vlog vključenih deležnikov in pričakovanj glede tega katere odločitve bodo sprejete, kako lahko nanje vplivajo deležniki in če njihov vpliv ni mogoč, zakaj ni.

(povzeto po: Shared Strategy for an Integrated Governance System of Historical Build Areas Within the Central Europe Region, project Bhenefit, str.49, 50)

### 3.3. Deležniki kot jih opredeljuje zakon (Kateri? Kdaj se vključujejo? Kako bodo vključeni?)

Deležniki, ki jih opredeljuje zakon so institucije ki upravljajo ali so drugače vezane na odločanje o kulturni dediščini. Trenutno je sistem zastavljen tako, da deluje na podlagi zakonske obveze sodelovanja med Občino, Zavodom za varstvo kulturne dediščine (ZVKDS) in nekaterimi drugimi institucijami kot so: CUDHg Idrija in Mestni muzej Idrija. Vsekakor pa se slednje kaže kot nezadostno za doseganje ciljev dandanašnjih potreb menedžmenta: multidisciplinaren in dinamičen proces, demokratično upravljanje z vključevanjem finančnih vidikov in inovacij. Zaradi tega bi bilo potrebno obstoječi sistem nadgraditi z



enakovredno udeležbo gospodarskih, socialnih in okoljskih vidikov na način, ki vključi področne strokovnjake na začetku vsakega projekta za vzpodbudo kreativnega in »out of the box« mišljenja s čimer bi se omogočilo celosten in uravnotežen pristop. Predlagamo, da Občina oblikuje odbor strokovnjakov, ki lahko zastopajo manjkajoče vidike tako v odločevalskem procesu kot tudi znotraj načrta menedžmenta. Vključenost strokovnjakov je ključna v samem začetku odločevalskega procesa poleg tega pa tudi med samim projektom, ko se pojavijo večje dileme z vidika odločevalskih in upravljaljskih potreb.

### 3.4. Ostali deležniki (Kateri? Kdaj se vključujejo? Kako bodo vključeni?)

To so deležniki, ki s kulturno dediščino operirajo posredno (ICRA, Komunala Idrija in CID) in tisti, ki imajo od upravljanja z dediščino koristi ali bremena. Za identifikacijo obeh vrst nazadnje naštetih deležnikov bi bilo potrebno praviti podrobno gospodarsko-ekonomsko, tržno, programsko in socialno analizo.

### 3.5. Prebivalci (Kdaj se vključujejo? Kako bodo vključeni?)

Vključevanje prebivalcev zavisi od tipa projekta. V primeru, ko projekt posega v kulturno dediščino, ki predstavlja določeno prostorsko identiteto ljudem, je vključevanje prebivalcev izjemnega pomena. Še posebej to velja, ko je predvidena večja sprememba v videzu ali namembnosti objekta. V tem primeru naj bodo ljudje povabljeni, da podajo svoje poglede takrat, ko je pripravljen osnutek predlaganih sprememb.

### 3.6. Sodelovanje znotraj občinske uprave

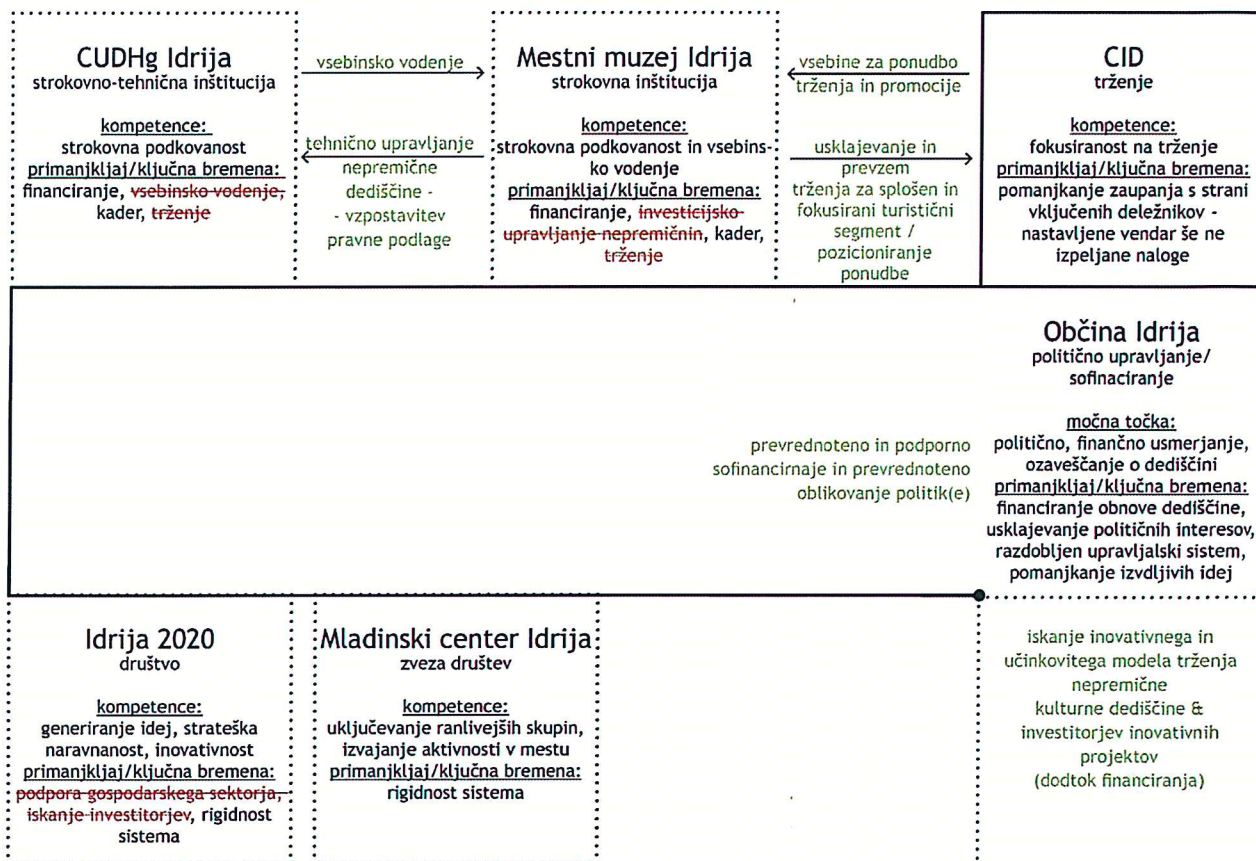
Multidisciplinaren in dinamičen proces, demokratično upravljanje z vključevanjem finančnih vidikov in inovacij je lahko uspešno samo takrat, ko poteka dobro sodelovanje znotraj lokalne administracije - Občine. V tem procesu bi morala Občina biti glavni koordinator, steber in motor za uresničevanje novega pristopa. Zato naj bi imel odbor strokovnjakov dobro podporo v koordinirani interni skupini občinskih uslužbencev, ki bi prispevala k oblikovanju splošnih okvirjev, vizije in opisu aktualne situacije na področju različnih oddelkov znotraj občinske uprave (gospodarstvo, družbene dejavnosti, okolje in prostor, investicije itd.)

## 4. poglavje: Povezovanje in optimiziranje virov, mehanizem izmenjave in povezovanja

### 4.1. Splošni okvir in metodologija

- Kako naj se izboljša pravni okvir z ozirom na HUO?

Ključna manjkajoča stvar za uspešno izboljšavo pravnega okvirja je jasna razmejitev odgovornosti, dolžnosti in pričakovanj med lokalnimi in državnimi institucijami, ki se ukvarjajo z zgodovinskimi stavbami in območji. To pomeni da bi se morali osredotočiti na vzpostavljanju komplementarnega razumevanja in instrumentov za menedžment HUO. Prav tako je potrebno, da se uvede pravi pristop za povezovanje uporabnosti, varstva in tržne vrednosti investicij.



Shema 1: shema prikazuje znane probleme in predlagane izboljšave tekom dela z različnimi deležniki. Če je črta neprekinjena, je Občina večinski financer institucije, če je črtkana, potem je Občina manjšinski financer. Shema prikazuje, da je ključni problem nedefiniranosti in prekrivanja odgovornosti med vključenimi deležniki, kar povzroča neefektivnost menedžmenta in odločevalskega procesa.

- Kako naj se izboljša interdisciplinarnost med urbanim in strateškim planiranjem?  
Kot omenjeno je ključna stvar vzpostavitev ustreznega in kompetentnega odločevalskega odbora sestavljenega iz koordinirane skupine javnih uslužbencev (ki spodbujajo in zagotavljajo sodelovanje znotraj občinskih oddelkov), kot tudi oblikovanje strokovnega odbora za prispevek h kritični inovativni in strateškemu urbanemu planiranju. Vse to bi moralo biti dodatno nadgrajeno z vključevanje deležnikov.

## 4.2. Lociranje lokalnih virov (npr. specializirani organi, itd.)

- Katere skupine lokalnih upravljalcev naj se vključuje?  
Ko razmišljamo o lokalnih virih, bi morale biti upoštevane različne skupine deležnikov, vključujoč različne sektorje:
- Nacionalne pristojne službe: CUDHg Idrija in ZVKDS,
  - Lokalne pristojne ustanove: Občina Idrija,
  - Specializirane službe: Mestni muzej Idrija, CID, Komunala Idrija,
  - Splošne javne ustanove: ICRA.



Shema 2: shema kompetenc vključenih ustanov

- Katere kompetence se lahko izmenjujejo in delijo?

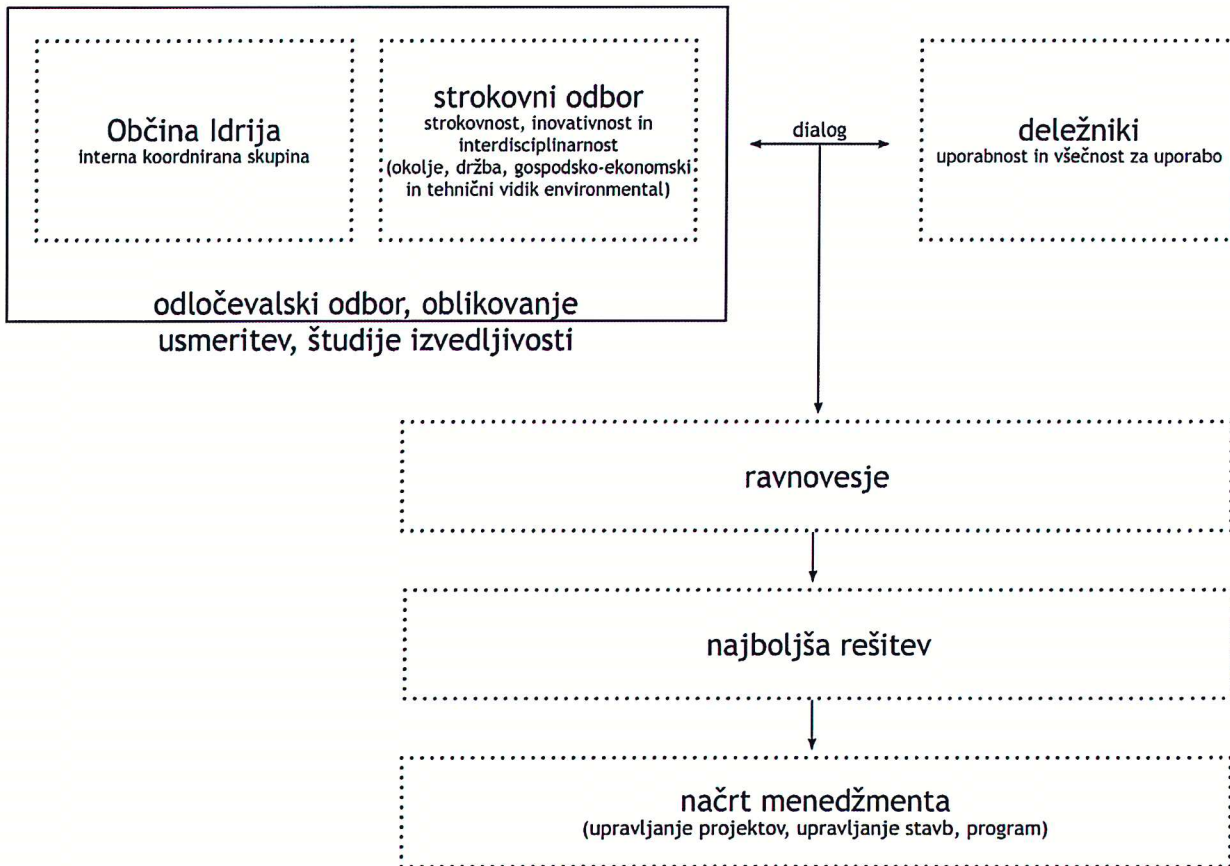
Vse naštetе kompetence se lahko delijo med vključenimi ustanovami, ključne kompetence, ki bi se morale deliti med vsemi oz. biti prisotne v vseh ustanovah pa so: mediacija med deležniki, identifikacija in zaščita družbenih vrednot

### 4.3. Opis mehanizma izmenjave in povezovanja - »trade-off« mehanizem

Glede na zapisno v Strategiji t.i. »trade-off« mehanizem pomeni proces preko katerega lahko oblikujemo pravo in konkretno odločitev na način soočanja, izmenjave in dialoga strukturiranega med različnimi odločevalci v mestu. Omenjeni mehanizem naj bi tako obravnaval možne opcije in rešitve ter evalviral pozitivne in negativne vidike vsake izbire.

Ključne kompetence, opcije in možne rešitve, ki so bile izpostavljene zgoraj, naj bodo tako deljene preko internega in zunanjega sodelovanja. Interno sodelovanje se naslanja na delovanje odločevalskega odbora, medtem, ko zunanje vključuje delo z deležniki. Taka struktura ponudi podporo za kompetentnejše in koherentno odločanje (glej shemo 3).

Kompetentno in koherentno odločanje naj bi se nato odražalo na uravnoveženem, učinkovitem in trajnostnem menedžmentu. Pri tem izpostavimo, da se menedžment nanaša tako na upravljanje projektov, kot tudi upravljanje stavb tekom njihovega življenjskega cikla.



Shema 3: »trade-off« mahanizem

## 5. poglavje: monitoring in rezultati

Monitoring in rezultati naj bodo spremljani na dveh ravneh in naj naslavlja več vprašanj, ki se nanašajo na izboljšavo sistema.

### **Odločanje:**

*Kdo naj implementira monitoring?:* odločevalski odbor interno koordinirana skupina Občine Idrija

*Kaj naj bo predmet monitoring?:* delovna učinkovitost odločevalskega odbora, na podlagi naslednjih vprašanj: ali je delo v smislu notranjega sodelovanja uspešno, ali so različni vidiki zastopani v ustreznem ravnovesju (socialni, okoljski, gospodarsko-ekonomski in tehnični vidiki), ali so ideje in predlogi uspešno predani in predstavljeni deležnikom in ali vključenost deležnikov prispeva k nadgradnji samega procesa odločanja?

### **Implementacija projekta - menedžment:**

*Kdo naj implementira monitoring?:* odločevalski odbor interno koordinirana skupina Občine Idrija

*Kaj naj bo predmet monitoring?:* ali se kvaliteta odločitev odraža v izvajanju projekta ali upravljanju stavb tekom življenjskega cikla stavbe? Ali se je menedžment stavb izboljšal? Da/Ne - zakaj?

Evalvacija odločevalskega procesa naj bo izvedena na koncu vsakega odločevalskega procesa, medtem, ko naj bo evalvacija implementacije projekta izvedena med ali ob koncu projekta.

Ob tem je potrebno izpostaviti, naj menedžment predvideva oživitvev in dolgoročno rabo objektov. Vzdrževanje dolgoročne rabe ne more zgolj temeljiti na dolžnostih Občine, pač pa mora postati skupna odgovornost privatnih lastnikov in investitorjev, ki so vključeni v odločevalski proces. Menedžment naj tako ponudi skupno vizijo upravljanja in menedžmenta grajene kulturne dediščine.



MESTNI MUZEJ IDRJA  
MUZEJ ZA IDRJSKO IN CERKLJANSKO



# GUIDELINES

Mikulov, October, 2018

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## 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.



## GOVERNANCE AND MANAGEMENT GUIDELINES

### Foreword

#### What are HBAs' guidelines?

The guidelines are generally based on the current situation of HBA Mikulov assessed with a previous shared analysis and other strategies and concepts of HBA's regeneration.

#### The role of HBAs' guidelines

The regeneration program kicked off the process of restoring historical cities 26 years ago. A number of objects from 13th to 19th century have been managed to restore in the MPR Mikulov area, which would be destroyed or neglected without help. With some exceptions, the state of MPR Mikulov is satisfying in 2017. However, a number of objects that were restored during the early stages of the regeneration process in the 1990s require new repairs and building interventions.

### Chapter 1: VISION and MISSION of the HBA

#### 1.1 Vision

Mikulov is a cultural and tourist center of international importance. It has long been a renowned destination for tourism. The managed regeneration of the historic center is an important part of the town's life and an integral part of its economic and social prosperity. All economic and social activities are friendly to the city's historical and cultural heritage. Mikulov keeps its "genius loci" and is a friendly and safe town for its residents and visitors alike. The monuments are appropriately used for tourism and cultural activities in accordance with their value and with the internationally and nationally valid principles of heritage conservation and protection.

#### 1.2 Mission

In order to define the mission, first of all it is necessary to define the primary values and the attitudes of the town, to set up the parameters of the desired target state HBA Mikulov. The HBA's mission is to build the town of Mikulov as an important cultural center of the region with infrastructure supporting the balanced development of the town including the MPR, i.e. with the focus on cultural activities and other ways of full-time spending of leisure time. The main objectives accomplishing the mission:

### Sustainable support for the conservation and maintenance of HBA's historical monuments

- systematic care for restoration and maintenance of monuments
- permanent support of historical monuments
- building a representative historical center

### To preserve and to pass on cultural and intellectual heritage to the next generation

- supporting activities underlining the historic character of the town center

### Effective management of the town property and financial resources

- reducing energy costs of real estate property of the town

### Cultivation of cultural and natural wealth

- to establish a timetable for the restoration of cultural heritage and to set up priorities
- to permanently care of architectural and artistic heritage and their accessibility
- maintenance and restoration of the landscape

### Development of tourism services quality

- improving the HBA's traffic situation
- off-season commissioning of selected monuments in HBA
- the use of cultural monuments to support the further tourism development.

## 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

HBA Mikulov has established local working group that fulfills its urban regeneration programs. The group is the cornerstone of a participatory approach to the HBA's regeneration, as well as the implementation tool of local government, participating in the development of local strategic plans, territorial and regulatory plans and creating conditions for planning and spatial protection of HBA.

In general, the participatory approach is based on cooperation in implementation of the **Mikulov HBA's Regeneration Program** (updated 2017), which is in line with other goals

and concepts of the city development. The regeneration program is intended to provide economic, informational and organizational assistance to the city and the other owners and users of HBA's real estate.

Main programme goals are:

- protection and care of historical heritage
- systematic preparation, implementation and instigation of the restoration and regular maintenance of buildings in the MPR Mikulov area
- restoration and maintenance of technical infrastructure
- urban and architectural care, particularly in compliance with approved regulations of spatial planning and with prudent approach in maintenance of the monument fond
- completion of the public areas with small architecture and greenery, establishment of traffic-restrained and pedestrian zones
- preparation and execution of renovation and maintenance of public areas, solutions of their equipment with architectural elements and greenery
- care for the existing and restoration of the defunct historical greenery and sensible establishment of new public green
- establishing of traffic-restrained and pedestrian zones in HBA
- HBA recovery, especially the Square, as a historical public centre of the city with appropriate business and public activities and operations focusing on the long-term concept and goals of the city
- restoration and care on the quality of natural components of the environment and its ecological stability
- encouraging the interest and willingness of the city's inhabitants to participate in regeneration - to instigate and support cultural and educational activities to expand information territory systems

## 2.2 Stakeholders' involvement

Although the HBA's regeneration in Mikulov has long been supported by the city's management and other institutions involved (particularly the South Moravian Region, the Ministry of Culture of the Czech Republic), HBA's management is facing a long series of problems. Although the overall technical status of the monument fund can be regarded as predominantly satisfying, it requires comprehensive care with significant costs for rescue services and recovery. There should be one common task for all actors both in the public and private sphere, to make an effort to a permanent conceptual revitalization of the town center, ideally with the dominance of the town's tourism services development.

### 2.2.1 Stakeholders by law

Institutional actors must be involved in the HBA's decision-making process from the beginning. In the case of HBA Mikulov, the town of Mikulov itself is primarily the leader, which is responsible for the creation and implementation of the Mikulov HBA's Regeneration Program.

#### The town of Mikulov

Is the natural powerhouse of activities related to HBA's Regeneration Programme implementation, local strategy and document acquirer, and, among others, the author of Mikulov HBA's Regeneration Program (2017), which is the main implementation tool of the city.

The first document of this kind was created in 1983.

The town of Mikulov is annually announcing a subsidy program for the historical objects owners - Support for the restoration of cultural heritage (especially for the reconstruction of housing stock); financing of the technical infrastructure reconstruction (communications), acquisition of conceptual studies for the square reconstruction; preparing relevant documents such as the Mikulov Strategy Plan (2013-2026), with the Mikulov Action Plan (2015-2018) following up; managing the work of a permanent working group set up to support the regeneration of HBA Mikulov.

#### 2.2.2 Additional stakeholders

A wide range of stakeholders is involved in the Mikulov HBA's Regeneration Program implementation. They can be joined in decision-making process at different times and in different ways if they have not been involved at the time of initiation. An important role can be played by big investors, who are, however, found sporadically in the case of Mikulov HBA.

#### **The South Moravian Region**

It is a representative of regional government. And so the owner of a number objects in the Mikulov HBA (Castle premises) and founder of the Mikulov Regional Museum. The South Moravian Region has long been involved in the HBA regeneration through a special programme, Culture Development and Conservation Support, with 1.2 mil. € allocation each year (for all the region); and so Conception of Preservation and Restoration of Cultural Monuments of the South Moravian Region; and the South Moravian Development Programme (Strategy) 2018-2021.

#### **Ministry of Culture of the Czech Republic**

It is representing the national (state) level of monument fund care by issuing HBA status and supervising compliance with HBA title conditions as well as the "Programme of the

regeneration of urban conservation areas and urban conservation zones” conditions. The ministry is continuously involved since in 1992.

### **National Heritage Institute**

It is representing a professional and research institution of monument care with nationwide competences. It is a state state-funded organization set up by the Ministry of Culture of the Czech Republic. Among other things, it provides professional supervision of the implementation of comprehensive monuments’ care and their permanent use.

It continuously processes expert declarations as a basis for binding statements, usually within the frame of the Building Code Management for all the HBA’s projects.

### **Mikulovská rozvojová, Ltd.**

Founded in 2006 as a trading company, the only founder is the town of Mikulov. Focused on production and promotion of cultural, wine and social events. Tourism, culture and other related areas are among its interconnected activities. These are realized primarily in the area of the Square, the Chateau, the Dietrichstein tombs.

### **TEDOS Mikulov, Ltd.**

A company established by the town of Mikulov for the administration and maintenance of real estate (housing and non-residential town fund). Continuously providing technical services within at Mikulov HBA.

### **NGO’s**

- Society for the Development of the Mikulov Fine Arts Symposium "workroom"
- Civil Association for Convention
- Association of the Mikulov friends
- Fellowship of Friends of Jewish Culture in Mikulov

NGO’s are already involved in the initiation, support, preparation and implementation of projects aimed at the development of community co-operation, oriented towards the revitalisation of the Mikulov center. They are also engaged in the gallery operating within the premises of the former Capuchin church of St. Lausanne, also in promoting of Jewish monuments and Jewish culture.

### **Private owners and traffic and technical infrastructure administrators**

Technical Administration and Administration of Communications (the town of Mikulov), Water Supply and Sewerage Services (Břeclav), Gasworks (RWE), Electricity Supply Services (E.ON) and others (eg telecommunications, data and mobile operators).

Continuous administration and maintenance of transport and technical infrastructure within the town including HBA. Participants under the Building Regulations proceedings on HBA projects.

### 2.2.3 Citizens and real estate owners within HBA Mikulov

The Mikulov HBA is also co-created by local citizens. Planning of the future character and use of the Town Square, including its transport connection, is taking place under the guidance of impartial experts, for example. It is a form of getting new information and listening to new suggestion directly from citizens besides standard planning processes. The already established concept of local involvement in the revitalization of some historically valuable objects outside and within the HBA can build on engaging the citizens, for example through donor SMS and adoptions.

### 2.3 Internal collaboration

The town of Mikulov set up a permanent working group for the regeneration of HBA. The working group is complemented by the Commission for City Strategy and Building Commission of the City Council of Mikulov in selected activities.

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

### 3.1 The general framework and the methodology

The support of the legal framework with a focus on the Mikulov HBA can be achieved mainly by implementing the local plan. The Mikulov local plan was approved by the Town Council in May 1996. Last change no. 8 was approved in June 2012. A new local plan is currently being developed, a proposal for joint action is available on the city's website. For urban development, including the HBA, the local plan is crucial. The HBA's regulatory plan is not yet available (will be prepared in 2019).

The Mikulov City Strategic Plan (2013-2026) development of the town of Mikulov 2013-2026 was elaborated in 2013. The Strategic plan and the local plan are taken directly by the town of Mikulov. Both documentations are based on the needs of the town and at the same time the interrelation of both documents is ensured.

### 3.2 Mapping of the local resources

The groups of actors can be divided according to their origin and their expected relations to HBA Mikulov (financial, professional). From the origin point of view, it is possible to carry out a basic classification into public and private partners.

The technical status of monuments and their funding are generally linked key issues of the heritage conservation and urban regeneration. All the monument owners can benefit from special titles provided by the Ministry of Culture of the Czech Republic - using Programme of the regeneration of urban conservation areas and urban conservation zones (established in 1992); Emergency Programme; Architectural heritage rescue programme; Restoration Programme for Movable Cultural Monuments; Subsidies to civic associations; Support for the restoration of cultural heritage (via municipalities with extended competences - i. e. Mikulov). In case of HBA Mikulov these programmes are used besides the South Moravian Region subsidies, other EU programs and structural funds as well as grants in the form of donations. The town of Mikulov annually declares its own subsidy program to the building owners - The Development Support of the Conservation Area. All the competencies in the process of planning and project preparing within the HBA area are clearly defined by valid legislation.

### 3.3 Description of the trade-off mechanism

In Mikulov HBA, the trade-off mechanism will be used to find a balance between preserving and using the historical heritage in a conservation area and the economic profit associated with their use (renting), and in keeping a high level quality of planning processes in the historical center of the town at the same time. The result of the trade-off selection will be in accordance with the principles of the protection of the historical heritage of the Czech Republic, which is defined by a Monument Law.

## Chapter 4: MONITORING AND RESULTS

The regeneration program should be understood as an open project, which will gradually complement and evolve reflecting the current situation of the Mikulov HBA. The succession of individual sub-investment projects is difficult to unify into a fixed schedule. Since it is difficult to quantify the actual costs need to be spent on regeneration process - it is necessary to set up monitoring indicators and to launch a monitoring plan. The program's actions are planned with a view to 2022.

- the current Regeneration Program of Mikulov HBA is following the previous document approved in June 2005 and its outputs are continuously documented and analysed
- the actual recommended cycle for updating the regeneration program is five-year period,
- the monitoring of the regeneration process is the basis of the strategic HBA Mikulov design
- one of the indicators will be the number of newly recommended projects

- the total amount of funds invested in the maintenance of historical monuments will be determined

Indicators such as building-technical condition of monuments, transport solutions and availability of objectives and services within HBA, including their cost are, in general, the most monitored and prioritised indicators by the Mikulov HBA management. Monitoring of savings by introducing energy-saving measures or monitoring of insulation or greening indexes are not yet widespread, and experience of other BhENEFIT project partners will need to be used to assess the relevance of these indicators. within Mikulov HBA.

Information on the results and the fulfillment of the monitoring indicators will be carried out using modern communication tools as well as during the processing period. The principle of partnership will be respected, allowing the access to the implementation of the Mikulov regeneration program, both for professionals and so for the general public.

## ATTACHMENTS

Projects planned and financed

[http://www.mikulov.cz/digitalAssets/368859\\_TABULKA\\_c.4\\_-\\_HARMONOGRAM\\_AKCI\\_2018-2022\\_-\\_priloha\\_c.1.pdf](http://www.mikulov.cz/digitalAssets/368859_TABULKA_c.4_-_HARMONOGRAM_AKCI_2018-2022_-_priloha_c.1.pdf)





# SMĚRNICE

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Mikulov, Říjen, 2018

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## Předmluva

Tento dokument je připraven jako pracovní manuál obsahující návrh udržitelného rozvoje a zachování historických zastavěných území (HBA). Směrnice přímo vychází ze sdílené strategie připravené v rámci regionu střední Evropy jako součást projektu BhENEFIT. Jsou nástrojem, který integruje a podporuje doposud realizované prostorové a územní plány. Hlavním cílem je přitom udržitelný rozvoj HBA založený na komplexním, multidisciplinárním a participativním přístupu v procesu řízení HBA.

Každý projektový partner identifikoval typické územní charakteristiky a zpracoval tento místně specifický dokument, který je intenzivně propojen s územím, ze kterého pochází. Součástí těchto směrnic jsou:

- obecné cíle
- doporučení pro místní plánování nových projektů týkajících se HBA
- účast hlavních aktérů, jejich časová a metodická participace
- rozhodovací mechanismy a charakteristiky participativního a multidisciplinárního přístupu

## SMĚRNICE PRO MANAGEMENT A SPRÁVU HBA

### Úvodní slovo

#### Co to jsou směrnice pro HBA?

Směrnice jsou obecně založené na stávající situaci MPR Mikulov a vychází z předešlých analýz území, již realizovaných strategií a koncepcí regenerace HBA.

#### Funkce směrnic pro HBA

Program regenerace před 26 lety nastartoval proces obnovy historických jader měst. Za tuto dobu se podařilo na území MPR Mikulov obnovit a renovovat řadu historických objektů z 13. až 19. století, které by bez pomoci zanikly, případně dále chátraly. Až na výjimky je stav městské památkové rezervace Mikulov v současnosti uspokojivý. Nicméně řada objektů, které byly obnovovány v prvních fázích procesu regenerace na konci 20. století, volá po další fázi regenerace - nových opravách a stavebních zásazích.

U akcí programu těchto předcházejících období převládal charakter základních záchranných stavebních prací a obnovy vnějších plášťů. V posledních letech postupně přibývá akcí v režimu komplexní obnovy jednotlivých objektů, což dokládá zvyšující se zájem a účast vlastníků nemovitých kulturních památek a širšími možnostmi vícezdrojového financování. Prostřednictvím prosazování participativního přístupu zúčastněných aktérů mohou obecně přispět k efektivnějšímu řízení HBA a naplňování dílčích cílů (mise a vize) regenerace MPR Mikulov, neřeší však individuální projekty v území.

### Kapitola 1: VIZE a MISE HBA

#### 1.1 Vize

Mikulov je kulturním a turistickým centrem mezinárodního významu. Je dlouhodobě renomovanou destinací cestovního ruchu. Řízená regenerace historického centra je významnou součástí života města a nedílnou součástí jeho ekonomické a sociální prosperity. Veškeré hospodářské a společenské aktivity jsou šetrné k historickým a kulturním památkám města. Mikulov si uchovává svůj „genius loci“ a je přátelským a

bezpečným městem pro své obyvatele i návštěvníky. Památky jsou vhodně využívány pro cestovní ruch a kulturní aktivity v souladu se svou hodnotou a s mezinárodně a celostátně platnými zásadami památkové péče a ochrany.

## 1.2 Mise

Pro definování mise je v první řadě nutné definovat primární hodnoty a postoje města, nastavit parametry žádoucího cílového stavu MPR Mikulov. Misí MPR Mikulov je na principech udržitelného rozvoje budovat město Mikulov jako významné kulturní centrum regionu s infrastrukturou podporující vyvážený rozvoj města včetně MPR, tj. zaměření na oblasti kulturního vyžití a dalších způsobů plnohodnotného trávení volného času. Hlavní cíle naplnění mise:

### Trvalá podpora obnovy a údržby památkových objektů

- systematicky se věnovat obnově a údržbě památek
- trvalá podpora památkových objektů
- budování reprezentativního historického centra

### Uchovat a předávat kulturní a duševní dědictví dalším generacím

- podpora aktivit, které podtrhují historický charakter centra města

### Efektivní hospodaření s majetkem a finančními prostředky města

- snížení nákladů na energie u nemovitého majetku města

### Kultivace kulturního a přírodního bohatství

- vytvořit harmonogram obnovy kulturních památek a stanovit priority
- stálá péče o architektonické a umělecké památky ve městě a jejich zpřístupňování
- údržba a obnova krajiny

### Rozvoj kvality služeb v oblasti cestovního ruchu

- zlepšení dopravní situace v MPR
- mimosezónní zprovoznění vybraných památek v MPR
- využití kulturních památek k podpoře dalšího rozvoje cestovního ruchu.

## Kapitola 2: PARTICIPATIVNÍ PŘÍSTUP

Identifikace jednotlivých zapojených městských aktérů. Pro každou kategorii definovat časový rozvrh a nástroje umožňující efektivní účast na řízení.

## 2.1 Participativní přístup obecně

MPR Mikulov má zřízenou místní pracovní skupinu, která svojí činností naplňuje městské programy regenerace. Je základním kamenem participativního přístupu při regeneraci MPR, zároveň také realizačním nástrojem samosprávy. Podílí se na tvorbě místních strategických plánů, územních a regulačních plánů a vytváří podmínky pro plánování a prostorovou ochranu území MPR.

Obecně je participativní přístup založen na spolupráci při realizaci Programu regenerace MPR Mikulov - aktualizace 2017, který je v souladu s ostatními cíli a koncepcemi rozvoje města. Program regenerace má přinést ekonomickou, informační a organizační pomoc městu, ostatním vlastníkům a uživatelům nemovitostí v MPR.

Hlavní cíle programu jsou:

- ochrana a péče o historické dědictví
- systematická příprava, provádění a podněcování obnovy, oprav a pravidelné údržby památkově chráněných i ostatních objektů na území MPR
- obnova a údržba systémů technické infrastruktury
- péče o urbanistickou a architektonickou úroveň prostředí, zejména důsledným dodržováním schválených regulativ všech stupňů územně plánovacích dokumentací a uváženým přístupem při obnově stávajících i přípravě a realizaci nových staveb
- příprava a provádění obnovy a údržby veřejných prostranství, řešení jejich vybavení drobnou architekturou a zelení
- zřizování dopravně zklidněných a pěších zón v MPR
- péče o stávající, obnova zaniklé historické zeleně a citlivé zřizování nové veřejné zeleně
- oživení MPR, zejména Náměstí, jako přirozeného centra města s odpovídajícími podnikatelskými a veřejnými aktivitami a provozy se zaměřením na dlouhodobou koncepci a cíle města
- nedopustit vylidňování centra města stanovením a dodržováním poměrné skladby ploch bytů (při zachování polyfunkčnosti), ozdravit sociální a demografickou strukturu obyvatelstva
- obnova a péče o kvalitu přírodních složek životního prostředí a jeho ekologickou stabilitu
- podněcování zájmu a ochoty obyvatel města podílet se na regeneraci - vyvolávat a podporovat kulturní a osvětové činnosti, rozšiřovat informační systémy o území

## 2.2 Zapojení aktérů

Přestože je regenerace MPR v Mikulově dlouhodobě podporována vedením města i dalšími zapojenými institucemi (zejména Jihomoravský kraj, Ministerstvo kultury ČR), čelí management MPR řadě problémů. Celkový technický stav památkového fondu je sice možné hodnotit jako převážně uspokojivý, vyžaduje však komplexní péči s vysokými finančními náklady na záchranu a obnovu. Jedním ze společných úkolů všech aktérů veřejné i soukromé sféry by tedy měla být snaha o trvalou koncepční revitalizaci městského centra, ideálně s dominancí rozvoje nabídky služeb v cestovním ruchu.

### 2.2.1 Zúčastněné strany - právní subjekty

Institucionální aktéři musí být od začátku zapojeni do rozhodovacího procesu při řízení HBA. V případě MPR Mikulov je to především samotné Město Mikulov. Je zodpovědný za tvorbu a naplňování Programu regenerace MPR Mikulov.

#### **Město Mikulov**

Je přirozeným hlavním tahounem aktivit spojených s plněním koncepcí regenerace MPR Mikulov, pořizovatel strategických a dokumentů, mj. právě Programu regenerace MPR Mikulov (2017), který je hlavním realizačním nástrojem města.

První dokument s návrhem regenerace MPR již v roce 1983.

Město Mikulov každoročně vyhlašuje pro vlastníky dotační program - Podpora rozvoje v oblasti památkové péče (zejména na obnovu bytového fondu); financování rekonstrukcí technické infrastruktury (komunikace), pořízení koncepčních studií na rekonstrukci náměstí; připravuje související dokumenty Strategický plán města Mikulov (2013-2026), navazující Akční plán města Mikulov (2015-2018); řídí činnost stálé pracovní skupiny zřízené k podpoře regenerace MPR Mikulov

### 2.2.2 Další aktéři

Do kategorie další zúčastněné strany patří široké spektrum subjektů, které se podílejí na naplňování Programu MPR Mikulov. Je možné zapojit do rozhodovacího procesu v různém čase a různými způsoby, pokud již nebyli zapojeni v době iniciace. Důležitou roli mohou sehrát velcí investoři, kteří se ovšem v případě MPR Mikulov vyskytují jen sporadicky.

#### **Jihomoravský kraj**

Je zástupcem regionální samosprávy. Jihomoravský kraj je vlastník řady objektů v MPR Mikulov (zejména areál zámku), je zřizovatel Regionálního muzea v Mikulově, vlastník Zámku Mikulov. Jihomoravský kraj je dlouhodobě zapojen do regenerace HBA.

JMK se podílí financováním regenerace památek prostřednictvím programu "Podpora rozvoje v oblasti kultury a památkové péče" (alokace 30 mil. Kč ročně); Koncepce

zachování a obnovy kulturních památek Jihomoravského kraje; Program rozvoje JMK 2018-2021 (2.4.1 Podpora rozvoje kultury a památkové péče).

### **Ministerstvo kultury ČR**

Představuje národní úroveň ochrany památkového fondu, vydává statut MPR a dohlíží nad dodržováním podmínek dotačního titulu „Program regenerace městských památkových rezervací a městských památkových zón“.

V procesu regenerace MPR Mikulov se průběžně uplatňuje od roku 1992 především jako garant dotačních titulů.

### **Národní památkový ústav**

Odborná a výzkumná organizace památkové péče s celostátní působností. Je státní příspěvkovou organizací zřízenou Ministerstvem kultury ČR. Mimo jiné zabezpečuje odborný dohled nad prováděním komplexní péče o kulturní památky a nad jejich soustavným využíváním.

Průběžně zpracovává odborná vyjádření jako podklad pro závazná stanoviska, zpravidla v rámci řízení stavebního řádu u všech projektů v HBA (MPR Mikulov).

### **Mikulovská rozvojová, s.r.o.**

Zřízená k roku 2006 jako obchodní rozvojová společnost, jediným zakladatel je město Mikulov. Zaměřuje se na produkci a propagaci kulturních, vinařských a společenských akcí. Činnost propojuje cestovní ruch, kulturu a další související oblasti; aktivity jsou realizovány především v prostoru Náměstí, amfiteátru, zámku, Dietrichsteinské hrobky.

### **TEDOS Mikulov, s.r.o.**

Společnost zřízená městem Mikulov pro správu a údržbu nemovitostí (bytový a nebytový fond města). Průběžně poskytuje technické služby v MPR Mikulov.

### **NNO**

- Společnost pro rozvoj Mikulovského výtvarného symposia "dílna", z.s.
- OBČANSKÉ SDRUŽENÍ PRO KONVENT
- Spolek přátel Mikulova, o.s.
- Spolek přátel židovské kultury v Mikulově

Již zapojeny jako aktéři, kteří se zabývají iniciací, podporou, přípravou a realizací projektů zaměřených na rozvoj komunitní spolupráce, orientovaných na znovuoživení



centra Mikulova. Dále se zabývají např. provozováním galerie v prostorách bývalého kapucínského kostela sv. Vavřince, podporou propagace židovských památek a židovské kultury.

### **Vlastníci a správci dopravní a technické infrastruktury**

Technická správa a správa komunikací (SÚS oblast Břeclav, Město Mikulov), Vodárny a kanalizace (Vodovody a kanalizace Břeclav), Plynárny (RWE), Zásobování elektrickou energií (E.ON) a další (např. telekomunikace, data, mobilní operátoři).

Průběžná správa a údržba dopravní a technické infrastruktury na území města vč. HBA. Účastníci řízení v rámci stavebního řádu u projektů v HBA (MPR Mikulov).

#### **2.2.3 Obyvatelé a vlastníci nemovitostí v MPR Mikulov**

Podobu MPR Mikulov spoluvytvářejí i místní občané. Společně pod vedením nestranných odborníků probíhá např. plánování budoucí podoby a využití Náměstí včetně jeho dopravního napojení. Je to forma doplnění, získání nových informací a vyslechnutí požadavků a námětů přímo od občanů ke standardním plánovacím procesům. Zapojení občanů může navázat na již nastavený koncept zapojení místních při revitalizaci některých historicky cenných objektů vně i uvnitř HBA např. formou dárcovských SMS a adopcí.

#### **2.3 Interní spolupráce**

Město Mikulov má pro regeneraci MPR Mikulov stálou pracovní skupinu. Pracovní skupinu v některých činnostech doplňuje komise pro strategii města a stavební komise rady města Mikulova.

### **Kapitola 3: SHROMAŽĎOVÁNÍ A OPTIMALIZACE ZDROJŮ, MECHANISMUS VÝBĚRU (TRADE-OFF)**

#### **3.1 Obecný rámec a metodologie**

Podpora právního rámce se zaměřením na MPR Mikulov lze dosáhnout především uplatňováním územního plánu. Územní plán Mikulov byl schválen zastupitelstvem města v 5/1996. Poslední změna územního plánu č. 8 byla schválena v 6/2012. V současné době se pořizuje nový územní plán, na webových stránkách města je k dispozici návrh pro společné jednání. Pro rozvoj města včetně HBA je územní plán zásadní. Regulační plán MPR Mikulov zatím není k dispozici (záměr přípravy 2018 - 2019).

Strategický plán rozvoje města Mikulov 2013-2026 byl zpracován v roce 2013. Strategický plán a územní plán pořizuje přímo Město Mikulov. Obě dokumentace tak vycházejí z potřeb města a současně je tím zajištěna provázanost obou dokumentů.

### 3.2 Mapování místních zdrojů

Skupiny aktérů lze rozdělit podle jejich původu a jejich očekávaného vztahu k MPR Mikulov (finanční, odborné). Z hlediska původů je možné provést základní členění na partnery veřejné a soukromé.

Technický stav památek a proces financování jsou obecně navzájem provázané klíčové parametry památkové péče a regenerace měst. Vlastníci památek (včetně měst) mohou využít dotačních titulů poskytovaných Ministerstvem kultury ČR - Program regenerace městských památkových rezervací a městských památkových zón (established in 1992); Havarijní program; Program záchrany architektonického dědictví; Program restaurování movitých kulturních památek; Dotace občanským sdružením; Podpora obnovy kulturních památek prostřednictvím obcí s rozšířenou působností. V případě MPR Mikulov vedle dotačních titulů Jihomoravského kraje, dalších programů EU a strukturálních fondů i dotací formou darů. Město Mikulov každoročně vyhláší pro vlastníky dotační program - Podpora rozvoje v oblasti památkové péče. Kompetence v procesu plánování a přípravy projektů na území HBA (MPR Mikulov) jsou jasně dané platnou legislativou.

### 3.3 Popis výběrového (trade-off) mechanismu

V MPR Mikulov bude princip výběru (trade-off) použit k nalezení rovnováhy mezi zachováním a užíváním historického dědictví v památkové rezervaci a ekonomickým ziskem spojeným s jejich využíváním (pronájmem) při zachování vysoké úrovně kvality plánovacích procesů v historickém centru města. Výsledek trade-off výběru bude v souladu se zásadami ochrany historického dědictví ČR, které definuje památkový zákon.

## Kapitola 4: MONITORING A VÝSLEDKY

Program regenerace by měl být chápán jako otevřený projekt, který se na základě stávajících i nově objevených skutečností bude postupně obměňovat, doplňovat a rozvíjet tak, aby odrážel současnou situaci a potřeby MPR Mikulov. Jelikož je obtížné vyčíslit skutečné náklady, které je nutno vynaložit na regeneraci - je potřeba stanovit monitorovací indikátory a pořídit monitorovací plán.

### Východiska a očekávané výsledky

- aktualizovaný regenerační program MPR Mikulov navazuje na předchozí dokument (2005) a jeho výstupy jsou průběžně dokumentovány a analyzovány
- cyklus aktualizace regeneračního programu byl nastaven na 5 leté období
- monitoring regeneračního procesu je základem strategického návrhu MPR Mikulov
- indikátorem je počet nově doporučených projektů
- bude stanoven celkový objem finančních prostředků investovaných do údržby historických památek

Obecně jsou ze strany managementu MPR Mikulov sledovány a upřednostňovány indikátory o stavebně technickém stavu objektů, dopravním řešení a dostupnosti cílů a služeb v MPR včetně jejich nákladovosti. Monitoring úspor zaváděním energeticky šetrných opatření ani sledování insolace či indexu ozelenění nejsou dosud rozšířeny, pro posouzení relevance těchto indikátorů bude třeba využít zkušenosti ostatních projektových partnerů.

Informace o výsledcích a plnění monitorovacích ukazatelů budou probíhat prostřednictvím moderních komunikačních prostředků stejně jako v období zpracovávání. Bude respektována zásada partnerství, což umožní přístup odborné i laické veřejnosti k realizaci programu regenerace MPR Mikulov.

## PŘÍLOHY

Plánované a financované projekty

[http://www.mikulov.cz/digitalAssets/368859\\_TABULKA\\_c.4\\_-\\_HARMONOGRAM\\_AKCI\\_2018-2022\\_-\\_priloha\\_c.1.pdf](http://www.mikulov.cz/digitalAssets/368859_TABULKA_c.4_-_HARMONOGRAM_AKCI_2018-2022_-_priloha_c.1.pdf)