



## Act 3.2 - Questionnaire

SQ1: how to face the vertical and horizontal administrative fragmentation of the Fortresses;

Fortresses vertical administrative arrangement:

- subjects

*This issue is related to vertical governance structures in cultural heritage protection. Interactions between national, regional and local authorities are taken into account including their institutional, financial, and informational aspects.*

- functioning

*Slovenia has a two-layer government structure; state and local level. There is no “middle layer”. Regional level exists only as the administrative body.*

*The Ministry of Culture has overall responsibility in the field of cultural heritage management including state funding management on the basis of sectoral regulations designed for protective and conservation issues. Within the Ministry, there is Cultural Heritage Directorate, which is responsible for the preparation and implementation of policies for heritage protection at the national level. It is responsible for the allocation of subsidies from the state budget and EU structural funds, which are intended for the financing of programs and projects in the field of cultural heritage.*

*Institute for the Protection of Cultural Heritage of Slovenia is a National Public Institute with local level offices. Institute implements a number of expert (theoretical, practical) and administrative tasks in the field of cultural heritage conservation.*

*Slovenia does not have a regional level of government except for the Administrative Units.*

*At the local level the authority refers to local self-government and can be executed in municipalities and other local communities. Cultural heritage area is under municipal council's jurisdiction. Monuments of local importance are declared with ordinance, to decide how to protect heritage in the processes of planning, allocate financial assistance for the recovery of direct interventions and manage cultural heritage in municipal ownership.*

*Local communities choose the management of individual objects of cultural heritage. Its task is to use the facility in accordance with the guidelines of the owner and the state legislation. Management organization depends on the needs of the individual facility and may be subject to an institution that has managed more such monuments.*

*Piran fortress management does not need a full staffing. Three stage vertical organization structure would be suitable: leader, organizer, administrator. It will fall under the administration of the municipal Public Institution and will have a leader and administrator. As part of the Institute a person for promotion, marketing and events organization will be at disposal for a certain number of hours.*

#### - critical issues

*Lack of the institutional capacity to achieve the linkage between different levels of government is the critical issue. Governments, regional and local authorities, civil society and the private sector all need additional competencies for stronger collaboration. The policy and legal environment for non- state organizations (such as NGOs) often limits their ability to contribute to national goals. In most cases, association's task is to mobilize members to get involved in the activities of the respective project and function as a kind of interest group, advisor, knowledge provider or moderator.*

#### - possible solutions

*Linkages between higher and lower levels of government are crucial for existence of good governance. Local capacity building and incentives for effectiveness of sub-national levels of government are crucial issues for improving the quality and coherence of public policy.*

*Actions shall relate to:*

- *the improvement of concepts for the coordination between different levels of policy, government and administration,*
- *the implementation of soft vertical procedures for cultural heritage protection,*
- *the allocation of decision-making powers in the administration and the involvement of public organizations,*
- *designing concepts and examples of cooperation between public and private bodies.*

#### Fortresses horizontal administrative:

##### - subjects

*Fortresses horizontal administrative involves the integration of stakeholders from different parts of society (such as business, NGOs, civil society), responsible authorities or sectors in the network instead of using the top down approach. It refers to co-operation arrangements between stakeholders. These agreements are important as a means by which to improve the effectiveness of local public service delivery. Actions on horizontal level promote autonomy, enhancing the effectiveness and sustainable development and efficient management.*

##### - functioning

*Horizontal administrative refers to fragmentation between a plurality of actors on the same government level, for example between policy areas or sectors at the same level (policy for heritage protection) and the various sector policies.*

*The public organizations' mode of operation is characterized by a complex interplay between political and administrative governance and design, negotiations and promotion of self-interests, cultural features and adaptation to external pressure and influence.*

##### - critical issues

*Initial efforts may be time and money consuming. The facility must be promoted effectively, interesting contents must be created and interested public participation should be gained. It takes time and requires quite extensive financial investment before efforts are reflected in the increase of the visit and the international visibility.*

*Another issue refers to the fact, that cultural heritage is directly linked with tourism and therefore seasonality typified.*

## - possible solutions

*Inclusion in an international network of similar facilities and the introduction of cost-effective standardized management system should significantly reduce the promotional efforts of individual object in terms of time consumption and in terms of financial investment; therefore Adrifort project seems appropriate solution.*

*Creative producers need to be involved in the promotion of the heritage to contribute to its “distinctive identity”. Clear strategies and well defined priorities and objectives have to be set by local policy-makers and shared by all the partners, having in mind different segment of demand. For instance, if reducing seasonality through the extension of the shoulder season is a policy objective, coordinated actions are needed to organize off-season events (exhibitions, festivals) and activities (courses) in connection with local creative productions.*

## SQ2: how to improve the partnership with private party during the processes of fortress re-use;

### - applicable administrative and legal tools (short abstract)

*At the end of year 2006 the Republic of Slovenia introduced the law on Public Private Partnerships (Public-Private Partnership Act). According to this law, the public-private partnership does not have a unified definition. All projects that include the cooperation of the public and the private sector in assuring the execution of public service or reinstatement of public infrastructure can be qualified as projects of the public-private partnerships. In general it is accepted that refers to two relations: private investment in public projects or public funding of private projects that are in the public interest.*

### - potential partners' profile

- ◆ *NGO's or CBO's in the field of heritage conservation, culture, archeology,*
- ◆ *Association for Tourism and Hospitality and other tourist organizations and restaurant owners,*
- ◆ *cultural, handicrafts and other relevant associations,*
- ◆ *private companies that perform the organization of events,*
- ◆ *Museums,*
- ◆ *Universities.*

### - social and economic expected goals

- *designed appropriately, PPPs can generate substantial benefits for consumers and taxpayers,*
- *the efficient use of the available private and public funds,*
- *PPPs focus on the total costs of service provision, while in the public sector decisions on capital and current budgets are usually separate. PPP may increase efficiency of spending and the quality of public services.*

### - critical issues

- *lack of knowledge and experience in the public administration at the national/local level,*
- *the capacity of the public sector to communicate with private sector which is a key factor for efficient public-private partnership,*
- *communication process are usually not structured (lack of communication strategies),*
- *lack of skills to negotiate with the private sector for the implementation of the project,*
- *inadequate preparation of initial phases of the projects due to limited resources,*
- *lack of interested partners to implement PPP projects of heritage reuse.*

#### - possible solutions

- *hiring outside consultants, namely financial, legal and fiscal;*
- *communication activities should be strengthened;*
- *it is important to invest more time and funds to prepare adequate studies in order to prepare detailed PPP design, before launching the tender. Better planning will avoid costs overruns;*
- *it is recommended to start to procure smaller projects to gain more experiences with PPP and not to risk too much on one single big project;*
- *linking of local investors in the clusters;*
- *it is preferable at earliest stage to test potential uses to assess their viability in general, and especially economically, in case of partnership with private developers to create opportunities for their interest. It can be helpful to conduct an informal 'ideas workshop' with a cross-disciplined project team to identify possible concepts for the building's use.*

#### SQ3: Present best or comprehensive model to get better Fortress Governance;

##### - actors

*To get better Fortress Governance it is necessary to include a group from the public in decision making process that has a direct interest in the issue. Stakeholders include local and governmental authorities in addition to donors, NGOs, professionals, citizens, service providers, consumers (users), funding sources, etc. When many official institutions handle sectorial development processes, it is necessary to engage these institutions in the process if they could have a hand or input in the initiated process. This is the so called participatory approach.*

##### - structure

*A community-based local heritage governance model is the possible solution for adopting participatory approach. The multilevel governance (MLG) concept refers to both the delegation of power to lower administration levels and the involvement of various actors in shaping environmental policy. MLG often refers to the concept of stakeholders as potential interest groups that need to be considered in decision-making processes. The approach relies on community participation through engaging different categories, including authorities, citizens, non-governmental organizations, donors, and professionals.*

*MLG is not only touching upon the vertical relations between actors within the formal political systems but also the horizontal relations in society as a whole. It is often crucial for successful preparation and implementation of different policies to involve stakeholders.*

*Advantages are the capacity to integrate across social, environmental and economic issues as improved investment efficiency; ability to establish appropriate power-sharing and partnership arrangements; better conversion of planning products into on-ground outcomes; and community learning and capacity building.*

#### - political legitimacy

*Cultural Heritage Protection Act provides heritage as public good. Public involvement in heritage conservation according to this law is limited to informing citizens. Governments use one-way relation tools such as access to official documents, by sending copies of certain documents by mail or making documents available for citizens, publication of reports, handbooks, guides, brochures, leaflets and posters.*

*For introducing new approaches into practice, it would be necessary to draft new policies, to reorganise of administrative roles and duties and to initiate new legal frameworks. The motives for this policy shift are manifold, ranging from a shift in political paradigms, often pushed by keys stakeholders that acknowledge the potential of the participatory and more localised management of heritage.*

#### - stakeholders relationships functioning

*Gathered information about stakeholders in the field of heritage management and rehabilitation will lead to listing potential stakeholders of the process, and then the analyzing their interests, as well as the expected added value of their engagement. Based on the objectives of participation activities, authorities can determine preferred levels for community engagement. These levels vary from just informing participants to effectively assist them to formulate and implement their own initiatives. Engaging local communities in decision making requires the willingness from authorities' side to effectively conduct activities related to educating and involving citizens on the issues of participation. Despite the critique of community participation regarding time and budget consumption, it still legitimizes political and development decisions and increases credibility of works and activities through practicing democracy in community-related issues.*

#### - functioning of the relationship with higher government levels

*The multi-level governance refers to a kind of relationship, both vertically and horizontally, between several institutional levels. The basic idea is that actors, arenas, and institutions are not ordered hierarchically. The relationship is, however, complex and contextually defined – with political arenas interconnected. The main point is that hierarchy to a significant extent has been replaced by a division of labour, competence, and jurisdiction among largely self-regulatory governance processes at different levels of government.*

*The change from a hierarchical system would make governance more complex by involving a wider range of stakeholders at different levels. Understanding this complex network of relationships, as well as developing effective collaboration between levels of government, is critical to enable efficient policy making and service delivery. Decentralization would also give local and regional governments more power in formulating and delivering policy thereby increasing their scope for improving the well-being of residents.*

*Important link between the local/regional levels and the national level may represent various organizations (such as cross-border associations). As intergovernmental organisations they have good contacts to national authorities and could provide a communication channel.*

#### - administrative tools

*Tools of active participation should be used. These tools include consultation, cooperation, partnership, informal reviews through informal contact with CBOs and citizens and also through open discussions with staff within the government. Tools can be formalized into workshops to deliver systematic information and give better indications on the success of activities.*

**SQ4: relevant experiences in the specific field of Fortresses Cross border multilevel governance.**

*Municipality of Piran is a member of the international association for sustainable development of walled towns, walled cities and fortified historic towns in Europe "The European Walled Towns (EWT)".*

*EWT aims to promote the many mutual interests shared by walled towns; EWT wishes to maintain and strengthen the historic walled towns for future generations by applying for European funding and partaking in European projects.*

*Objectives of the EWT:*

- ✓ exchange knowledge and experience in many fields,*
- ✓ promote the interest of our members,*
- ✓ support walled towns and their history in present day functioning,*
- ✓ acquire European and other funds,*
- ✓ set up projects together to stimulate exchange,*
- ✓ enlarge the network of the members,*
- ✓ convene regular symposia in member towns.*

*Relevant experiences and conclusions in the specific field of Fortresses Cross border multilevel governance are also presented in the five good practice guides resulting from an INTERREG IIIC project ARCHWAY - Access and Regeneration of Cultural Heritage in Walled Towns, each dealing with a particular topic: spatial planning, transport, tourism development and management, cultural development and conservation*

*(see the attachments at <http://www.piran.si/index.php?page=static&item=465> and [http://www.interreg4c.eu/uploads/media/pdf/ARCHWAY\\_3W0083N.pdf](http://www.interreg4c.eu/uploads/media/pdf/ARCHWAY_3W0083N.pdf)).*