

Models of Management for Singular Rural Heritage. An open challenge

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Aisu International  
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# SU

# CITTÀ CHE SI ADATTANO?

# ADAPTIVE CITIES?

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a cura di  
edited by

Rosa Tamborrino

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# **CITTÀ CHE SI ADATTANO? ADAPTIVE CITIES?**

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E PATRIMONIO CRITICO**

**ADAPTIVE STRATEGIES AND  
CRITICAL HERITAGE**

a cura di  
edited by

**Rosa Tamborrino**

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# MODELS OF MANAGEMENT FOR SINGULAR RURAL HERITAGE. AN OPEN CHALLENGE

IRENE RUIZ BAZÁN

## Abstract

*In this paper we want to present the first conclusions of the Interreg Europe MOMAr (Models of Management for Singular Rural Heritage) project whose main objective is to provide strategic thinking on the use of cultural and natural resources, involving all the stakeholders involved and creating with all of them models of economic and social development of territorial sustainability, while promoting the identity of rural areas, this without copying or moving models from other contexts.*

## Keywords

*Heritage management, rural heritage, Interreg, governance*

## Introduction

MOMAr (Models of Management for Singular Rural Heritage) is an Interreg project that aims to provide strategic thinking to the use of cultural and natural resources, incorporating all the actors involved in its management and creating models of economic and social development and territorial sustainability with them all, fostering the rural areas identity without copying or moving models from other environments, but tailoring them.

The Interreg Europe programme, funded by the European Regional Development Fund (ERDF), was designed to support interregional learning between relevant organisations in matters of policy across the whole of Europe with the aim of improving the implementation of regional development policies, its fundamental objective being to improve the cohesion policy.

This programme allows public authorities and other relevant bodies responsible for regional development policy to share and transfer good practices on the functioning of public intervention, and thereby find solutions to improve their policy instruments for the benefit of their citizens.

The project Interreg MOMAr highlights the existence of territories with problems - depopulation, ageing, no use of resources- whose identity is however marked by a rich heritage, exceptional in some cases -UNESCO heritage- and whose management entities have either not finished defining their models of action in terms of cultural and natural resources.

A team was created for this purpose with five European partners: The Province of Saragossa in Spain, Lead Partner of the project, the region of South Bohemia in the Czech Republic, the federal state of Saxony-Anhalt in Germany, the county of Mehedinti in Rumania and the province of Groningen in The Netherlands.

A priori, the five European territories show similar characteristics:

- Low population density
- Significantly rich heritage (cultural and natural)
- Strongly rural nature of the population

These common features have led them to take part in this project, the main objective of which is to lend strategic thinking to the use of cultural and natural heritage resources, regarding them as an endogenous resource which can represent an option for the development of the territory. In other words, the project focuses on understanding, evaluating and proposing new models of management for singular rural heritage.

It is understood that this heritage, given its characteristics, needs its own tailor-made management instruments that allow it to be perceived as a future resource, retaining the population in the territory by offering job opportunities.

One of the project's basic strategic ideas is that heritage can act in synergy with other activities, such as tourism, hostelry, crafts, cultural industries, manufacture of local products, etc., encouraging its implementation and development in rural areas.

For this, the project envisages incorporating into heritage management not only public authorities, but all the players involved in its management, creating models of economic, social and territorial sustainability with all of them, promoting the identity of the rural environment without copying or moving management models from other settings (monumental buildings or sites to be found in cities, etc.) but rather adapting them to their own settings.

The way to improve these management policies and the models derived from them concentrates on the exchange of experiences, innovative approaches and the development of abilities relating to the identification, sharing and transfer of good practices in heritage management to regional development policies.

The idea at the heart of the Interreg programme is that we can learn from other initiatives which have been successful and adapt them to the context in which we wish to implement them, receiving inspiration from the main key factors which have allowed a certain milestone to be achieved in the improvement of management policies.

With this objective in mind, various interregional events for the exchange of experiences have taken place in which the various players involved in rural heritage management in the five territories have been presenting and explaining their approaches, activities and ideas considered Good Practices by those respectively in charge of the projects from each member state of the project.

In this paper we are presenting the most relevant conclusions of the core part of this project (august 2019-july 2022) where more than 60 good practices related to management of rural heritage have been shared, that had led to the design of the so called "Action Plans" of each territory in which new models of Management for Singular Rural Heritage will be tested and implemented.

## The models of Management analyzed

One of the main tasks at the beginning of the project was the analysis of the models in force and matter of heritage management in each of the five regions.

From this study, particular conclusions were drawn for each territory and general conclusions that served to guide and direct some of the actions carried out.

In Zaragoza (Spain) LP the following entities have been analyzed:

- Tarazona Monumental Foundation
- Old Town of Belchite Foundation
- Uncastillo Foundation
- Goya Fuendetodos Cultural Consortium
- Camino del Cid Consortium (section of the province of Zaragoza)
- Urriés Municipal Romanesque Art Interpretation Center
- Museum of the Mummies of the City Council of Quinto de Ebro
- Caspe Municipality
- Mudejar Territory Association (Tobed)
- Collective Association Why not in Torrijo? (Torrijo de la Canada)
- Medieval Association Alfonso I “The Battler” (Calatayud)
- Cariñena Wine Museum

In Mehedinti County P2 (Romania)

- South West Oltenia Regional Development Agency
- Regional Association for Entrepreneurship Development Oltenia
- Mehedinti County Directorate for Culture
- I.G. Bibiescu Library
- Mehedinti Plateau Geopark
- Municipality of Svinita Commune
- Nichita Stănescu” Cultural Center

In South Bohemia (Czech Republic)

- Hradý na Malši z.s. (The Castles on the Malše river Association)
- Jihoeské museum, pobožka Trocnov (detached department of South Bohemian Museum)
- Hluboká nad Vltavou (municipality)
- Krajský úřad Jihočeského kraje (Regional Authority of South Bohemia)
- Národní památkový ústav – územní pracoviště České Budějovice (National Heritage Authority – regional branch České Budějovice)

In Groningen (Netherlands)

- Province of Groningen
- Stichting Oude Groninger Kerken (Groningen Historic Churches Foundation)
- Hanze University of Applied Sciences / Research center NoorderRuimte
- Landschapsbeheer Groningen
- Libau



- Nature monument
- Stichting Het Groninger Landschap
- Staatsbosbeheer
- Waterschap Noorderzijlvest

#### In Saxony-Anhalt (Germany)

- Cultural Foundation
- Elbe Börde Heide
- Garden Dreams
- Jarichow Monastery Foundation
- Ministry for Economic Affairs
- Ministry for Environment
- Ministry for Regional Development
- Route of the Romanesque
- Sunks
- Transromanica
- Welterberegion

The study of management models has as its fundamental objective to understand the internal organization of the entities that are dedicated to the protection, conservation, restoration, promotion, dissemination and exploitation of heritage, in short, to its management, analyzing its operation, which depends on a series of fundamental factors:

1. Criteria followed in the choice of cultural heritage management organizations
  - 1.1. Geographical distribution
  - 1.2. Legal framework of the organization
  - 1.3. Managed equity modality
2. The legal framework and management body
  - 2.1. Composition
  - 2.2. Renewal
  - 2.3. Address
3. The territorial scope of action
4. Funding sources
5. Resource Managing
  - 5.1. Materials
  - 5.2. Personnel
6. Dissemination and socialization of activities
  - 6.1. Diffusion
  - 6.2. Accessibility
  - 6.3. Problems addressed and incidence of the practice

These guidelines have been used to organized general information of the heritage managing entities, whether material, immaterial or natural; the legal framework of the entity, such as geographical area, supervisory authority (authority that assumes economic and legal responsibility), its administrative body, organization, planned activities, economic management and source of financing.

On the other hand, the activities and projects developed by the different entities in relation to the management of the property, as well as their dissemination, are also analysed. The detailed analysis of the different reports elaborated in each region allows us to draft a series of general conclusions about the models of management of rural heritage in the territories

It can be established that most of the entities that deal with heritage management in rural areas have a public nature, totally or with different degrees of participation and control under different legal forms, and a scope that goes from the regional to the rural, rarely having an international scope.

A detailed examination of the study that leads to the realization of different forms and statistics allows us to establish that for these organizations to develop international projects, it is essential to work in a network under a common element, as would be the case of Romanesque art according to the analysis carried out by the stakeholder Transromanica.

On the other hand, it is detected in most of the territories that on many occasions the City Councils are a key figure in the management of heritage. And this is one of the keys for understanding the involvement of citizens in heritage management, since they are generally very small municipalities, sometimes with no more than a hundred inhabitants, where the participation of the local population in political decisions is very direct. Notable differences are also evident in the management models when it comes to focusing the objectives according to the analyzed territory. Thus, Germany reflects structures in charge of heritage management grouped rather by common objectives: marketing, promotion, conservation, dissemination, promotion, which bring together various localities or regions, while, in countries like Spain, the model focuses more on in the heritage object/resource itself and the organizations in charge of its management carry out all these functions focusing on the heritage asset. In countries such as Romania or the Czech Republic, the existence of independent organizations aimed at coordinating the management of different assets stands out, sometimes included in more general categories such as culture, especially focused on obtaining and managing funds and subsidies. The quotas of independence in the administration of the entities that manage rural heritage depend largely on their degree of public participation, although a high degree of autonomy is reflected in all of them when it comes to approving projects.

In terms of project planning and budgeting, there is a notable difference in Germany, where there is more medium/long-term planning compared to the rest of the project partners who generally plan for one financial year.

As for the factors that are taken into account when making the budgets, it seems that in all the territories its cost and economic viability are fundamental. It also highlights an important attention to the duration of the activities, although the surveys do not allow

to delve into this aspect, from the reading of the various reports it can be concluded that the planning of activities is usually carried out in the short term.

Budget management is mostly decided by the organization itself, without direct intercession from public administrations.

The reports also reflect, in general, a high specialization of the personnel, who in most cases have assigned tasks, and in all the models analyzed, their professionalization is evident, with little or no participation of volunteers in the activities of organizations.

Regarding the personnel, in addition, a clear independence of the organizations is delineated at the time of contracting.

Regarding their financing, a high dependence on the public organizations that support them is also detected, although the income that these organizations obtain by themselves sometimes is also important, especially with the sale of tickets, organization of visits, etc. especially in South Bohemia.

Attending to the management of own resources, registration, inventory of the same, maintenance and conservation, all organizations in general, seem to maintain a good level of involvement in it, with clear legal and capacity differences between them, although it is evident above all a lack of dedication to research, to the management of natural heritage and especially a lack of action on intangible heritage, as on the other hand, it is quite frequent in Western culture.

All the organizations analyzed seem to do a good job of disseminating their activity, especially on social networks, although not all of them focus on doing so for tourism promotion purposes, but rather the majority sectors they seem to target

The level of accessibility of the organizations is good, although not all of them manage to network and influence others with their work.

Finally, it is noteworthy that most of it is dedicated to the management of material cultural heritage, encompassing in this some aspects of the intangible, on which, as we have seen, no specific actions are carried out.

As an attempt has been made to reflect during the preparation of this report, the management models of the singular rural heritage differ in many points between the different territories, both due to regulatory and legal differences and due to the consideration that each of the countries has of the heritage itself.

As indicated before one of the figures that is repeated the most in all the territories as a management model is that of the city council, an entity with the capacity to act in a locality and that, as we have said, in places with a great wealth of heritage, it is usually a management entity with great capacity and independence to act.

In the same way, foundations, almost always destined to the management of a defined patrimonial element, or a set of them, prove to be agile instruments in channeling the almost always important public participation, and financing, available to carry out management programs.

## Participatory processes

Regarding the *Faro Convention* current situation of the countries that are part of the project is the following:

**Table 1.** Faro convention implementation

Country	Signature	Ratification	Entry into Force
Czech Republic	no		
Germany	no		
Netherlands	no		
Romania	no		
Spain	12/12/18	7/4/22	1/8/22

This situation has been discussed in the different interregional exchanges of experiences, where good practices have been shared, finding that an important number of them are based on bottom-up initiatives despite it seems that the principles of the Faro Convention haven't been assumed at a national level in most of the Estates that are participating in the project.

The most inspiring processes in this sense come from the province of Groningen with good practices such as the

- Layered infrastructure of cooperation in landscape and heritage development plan 'Maarhuizen'
- Landscape development, cultural identity, and leisure; New Waterworks Zoutkamp
- Ecovillage "Land van Aine": transforming industrial heritage into a sustainable community

This good practices stands out as examples of how to gather a strong coalition of diverse stakeholders together with bottom-up initiatives around a common goal, such as the relaunching and modernization of cultural heritage in an originally rural setting for becoming a new place to live, as it's in the case of the Eco village "Land van Aine", the revitalization of water-related cultural heritage and climate adaptation through improved management of water resources as in Zoutkamp or the development of a new business model as is the case of Maarhuizen.

Examining participatory decision-making processes for managing these heritage resources uncovers a significant legislative factor that supports public-private collaboration. This support is bolstered by robust backing from the public for grassroots initiatives. Additionally, the heritage as a vector approach seeks to accomplish a more diverse form of cultural value creation. This approach goes beyond the historical and economic aspects, placing particular emphasis on the social dimensions embedded in heritage. This entails understanding the varied manners in which distinct individuals and groups connect with heritage, attributing distinct values to it.

This approach is reflected in the policy instrument Program of Heritage, Spatial quality and Landscape of the Province of Groningen which is unique in the Netherlands. Its main scope is to preserve, restore and further develop the identity of the area which a contemporary approach assuring that the position of the heritage, the spatial quality and the landscape in Groningen ultimately becomes less vulnerable<sup>1</sup>. This program is a consequence of the development of the Spatial Planning policies in relation with heritage deeply connected in the Dutch context, which is one of the most advanced in Europe [Janssen, Luiten, Renes, Rouwendal 2014].

Other notable processes in this sense are the Association of Castles of the Malse River in the region of South Bohemia, which began as a local movement based on voluntary work in the early 90's later supported by local authorities that has been able to become an association capable of obtaining funding such as Interreg Austria-CZ ATCZ91, with a budget of over €50 000.

As explained in the UNESCO report *Empowering Youth for Heritage, 10 years of the world heritage volunteers' initiative* volunteer work revolves around the connections that unite individuals and fortify the social fabric, particularly within rural areas where the role of volunteers is paramount. It encompasses the cultivation of novel, dynamic modes of dialogue and interaction that cultivate personal and communal accountability. This fosters a genuine eagerness to absorb knowledge and comprehend alternative viewpoints [Kilpatrick, Stirling, Orpin, 2010].

## Conclusions

As we have tried to briefly illustrate, the management of rural heritage in the analyzed territories seems to have a priori low citizen participation in decision-making processes. However, an in-depth analysis of the structures that are mostly responsible for its management highlights the figure of the municipalities. In contexts such as the ones we are dealing with, participation in local politics is much closer than in the context of cities. Thus, generally few political positions are "professional", but most of them are compatible with other jobs, which usually indicates a high level of involvement on the part of citizens in the management of their local problems on a voluntary basis.

In the specific field of heritage, there is evidence of the need to channel the citizen movement through associations or other forms of legal participation that are capable of obtaining financing, a key factor when it comes to managing heritage.

The jump from the involved citizen to the citizen with a political position or representative of an association with a legal entity is practically immediate in the rural context. This situation often masks the high level of involvement of the population in the management of their heritage when talking about depopulated contexts, isolated from large

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<sup>1</sup> Earthquakes in the region have been a matter of concern and debate due to their association with natural gas extraction. This area has experienced a series of earthquakes attributed to underground natural gas extraction activity.



**I:** Layered infrastructure of cooperation in landscape and heritage development plan 'Maarhuizen'. This good practice stands out as an example of a bottom-up initiative in how to gather a strong coalition of varied stakeholders around a common goal, which is the relaunch and modernization of the cultural heritage in an originally rural setting. Works of renovation of the existing agricultural structures. Image by the author.

cities, as is the case at hand. In the context of the MOMAr project, some practices that provide for direct citizen participation in the decision-making process are highlighted due to their impact, above all, because the legislative context allows them to maintain their status as “simple citizens” and be taken into account in decision-making processes. The action plans designed by each of the territories to put into practice the learnings from the project, focusing mainly on the execution of new projects and the improvement of the design of calls in the case of public institutions.

Despite the extensive debate carried out, the existing management systems have rarely been put into crisis, demonstrating that within the framework of their current operating system, with little or no direct citizen participation in decision-making processes, as demonstrated by the studies carried out, they seem to work in the rural context.

As we have anticipated, this may be due to the fact that these structures, due to their smaller and more local nature, seem to reflect the wishes of the citizens more adequately. For this, it seems necessary that even though its sources of financing are generally external, the decisions about the operation and the projects to be carried out are made internally to the organization itself.



**2:** Landscape development, cultural identity and leisure; New Waterworks Zoutkamp Works of renovation of the existing agricultural structures. This ongoing good practice pursues multiple objectives, such as the revitalization of the water-related cultural heritage and climate adaptation through the improved management of water resources. As such, it is in line with the ambition expressed thus far by the European Commission in many of the initiatives stemming from the European Green Deal. Among these, it is worth mentioning the 2030 Biodiversity Strategy, which calls for investments in the green and blue infrastructure, and the Communication on Tourism and transport in 2020 and beyond, which stresses the potential of inland waterways and rural areas for the creation of innovative, localised tourism offers and recreation opportunities based on the valorisation of the cultural heritage. The approach adopted by the proponents of this ongoing good practice could inspire other local and regional policymakers in the EU. Image by the author.

However, the excessive localism of some of these management systems normally prevents their internationalization or the achievement of greater funding, so the question of how to professionalize the management bodies so that they are capable of aligning with the new European strategies, without losing their value of knowledge and direct and tangible involvement with the heritage they are managing still remains open.



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