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REVIEW

BEST PRACTICES

In Educating Sustainability and Heritage

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Enhancing of Heritage Awareness and Sustainability of Built Environment in Architectural and Urban Design Higher Education



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Influence of National Policies on the Sustainability of Heritage



Serbia (Belgrade)



Italy (Venice)



Cyprus (Nicosia)



Greece (Thessaloniki)



Spain (Seville)



×

Jelena Ristić Trajković Aleksandra Đorđević Bojana Zeković

report

Influence of national policies on the sustainability of heritage from the architectural and urban design perspective

When discussing urban policies that tackle the question of sustainability in relation to urban heritage, it is crucial to highlight identified duality. On the one hand - Serbia follows the contemporary paradigms and perspectives concerning sustainability in planning and urban development, as evidenced by the publication of specific strategic documents [1], planning laws [2, 3. 4] and chapters in planning documents [5]. On the other hand, laws in the heritage domain are often obsolete, since the current Law dates from 1995 with a minimal change adopted in 2011 [6]. Consequently, in recent vears, efforts have been made to identify various problematic segments of this law that partially disable the sustainability of heritage but also neglects specific types of heritage. These endeavours can be followed in the draft documents produced in the sector of culture [7] and specifically by departments related to the heritage [8, 9], which have not yet been adopted.

LAWS AND STRATEGIES IN PLANNING AND URBAN DEVELOPMENT

In the domain of strategic and planning documents, the Strategy of sustainable urban development [1] was adopted for the first time in the Republic of Serbia in 2019. The Strategy greatly refers to Sustainable Development Goals (SDG), defined with in UN Agenda 2030, including the goal 11.4 that refers to the protection of world's cultural and natural heritage, emphasizing that, in 2015, Serbia appointed specific Action group to be in charge of the implementation of the agenda. The review of current state concerned with heritage in national and sectoral policies testifies about the lack of (1) representation (regarding lack of guidelines, evaluation and research methods, recognition of various urban heritage types (industrial, vernacular, modernistic, intangible)),

- and (2) mechanisms for financing the revitalization and funding in general (a national budget that decreases in time)). The abovementioned problems were identified as main causes for continuous and evident devastation of cultural heritage. Additional problems are perceived in unbalanced and fragmented spatial interventions, often illegal, affecting the loss of unique spatial patterns and relations. The Strategy defines two key actions, that are in focus of HERSUS project research:
- 1.Improved and balanced quality of coherence and accessibility of urban space - described in detail in segment 2.2. regarding cultural heritage and culture, suggesting the actions to (1) provide active protection with the need for developing guidelines for the type of activities, (2) revitalization and reconstruction of buildings and areas outside of listed ones (traditional types, vernacular architecture, industrial complexes, post World War II architecture). (3) Protection of cultural diversity, landscape, and cultural tourism, (4) Digitalization and mapping of cultural, urban and architectural heritage, (5) renewal of cultural infrastructure, and (6) providing support for cultural activities.
- 2. Urban development governance. primarily actions regarding (1) support for developing partnership and networks of all governance levels and universities. institutes, research and development. and international organizations aiming to improve quality of work and increase innovation in the governance sector, and (2) permanent education and training in the field of urban development governance, planning evaluation and implementation, participation, feasibility studies, impact assessment, land and infrastructure governance, housing, hazards, protection, and planning and promotion of cultural and built heritage.

The Law on planning system (Official gazette of RS, 30/18) defines principles of governing urban policies, recognizing the financial sustainability and sustainable development and growth, implying that when drafting and implementing planning documents, the requirements that need to be taken into account should be concerned with: environmental protection, mitigating the effects of climate change and adapting to climate change, preventing overuse of natural resources, increasing energy efficiency and the use of renewable energy sources, reducing emissions with the greenhouse effect, protecting specific vulnerable categories, gender equality, as well as the fight against poverty. It can be perceived that aspect of built environment and heritage, in its broadest sense, is not mentioned or taken into account when thinking about sustainable development and arowth.

× The Law on Planning and **Construction [4] outlines** Sustainable development through an integrated approach in planning as the first principle of spatial development and use, while the fifth principle proclaims a commitment to the protection and sustainable use of natural resources and tangible cultural assets. The conditions and protection measures are defined within building rules that are an integral part of all planning documents.

The Law on the Spatial plan of the Republic of Serbia from 2010 to 2020 [2] highlights that cultural heritage is not recognized as a development resource, while heritage protection is still treated in a sectoral manner, emphasizing the absence of a national strategy, the obsolescence of

the regulatory framework dating back to 1994, and problems arising from UNESCO protection, spatial organization problems (heavy traffic in the surrounding of cultural heritage, illegal construction), organizational and ownership problems, arising as a result of the state of transition. Despite that, the diversity and quality of cultural heritage (dating from prehistory to modern time) and cultural-historic units are recognized as a potential generator of cultural, touristic, and economic activities.

Strategic reflection on heritage in the context of sustainability, but also the first effects of the implementation of the aforementioned strategies and laws are certainly most visible in the recently adopted Spatial plan of the Republic of Serbia from 2021 to 2035 - Conceptual approach to spatial development for early public insight [5]. The plan pinpoints the effort evident in spatial and urban planning documents devoted to promoting an integrative approach to the protection and sustainable use of cultural heritage, which cannot be fully achieved due to an inconsistent legal and institutional framework. It has been noted that the current Law on cultural heritage from 1994 is not in compliance with the international guidelines (such as UNESCO guideline about Historical urban landscape from 2011); hence it doesn't recognize the cultural landscape and urban landscape (townscape). Additional problems identified in the current state concern lack of research for identifying built and urban heritage without institutional protection, re-examining limits of existing listed assets, protecting historical urban units, uncoordinated processes, and ranges of heritage records in different regions, uncoordinated governance, and management processes. The plan follows the Guiding Principles for Sustainable Spatial Development of the European Continent, 12th Session of the European Conference of Ministers responsible for Regional Planning (CEMAT) from 2000, thus including the principle of increasing fundus of cultural heritage as a development factor. Within the Segment titled Protection of heritage and environment, general goal is to protect and sustainably use, develop, and

promote cultural heritage as a sustainable development resource and protect national, regional, urban, and rural identity. The plan also defines specific goal regarding Protection, development, and sustainable use of landscapes (urban, rural and natural) as well as the protecting and improvement of the landscape character (on the national, regional, and local level). The plan makes a step forward in the field protection and sustainable use and development of landscape, basing the general conception on (1) preservation of the landscape pattern based on land use (agricultural, forest, water, construction), the ratio of built and unbuilt space, regulation of development following the character of the landscape (construction tradition and traditional forms of land use) in natural, rural and urban landscapes, (2) improvement of existing and creation of new values in which the landscape value has given special importance for development (tourist, recreational, cultural areas) and/ or represent parts of international networks and border areas, (3) connecting landscape values in space (cultural trails, green infrastructure, ecological networks) which promote the natural and cultural values of heritage, and (4) revitalization, restoration and creation of new values in areas that are endangered and degraded.

LAWS AND STRATEGIES IN HERITAGE PROTECTION

The only valid law that directly treats the protection of heritage is the Law on Cultural goods ("Official Gazette of RS", No. 48/95), tangible cultural goods are cultural monuments, spatial cultural-historical units, archeological sites and famous places. Depending on their importance, cultural goods are classified into cultural goods, cultural goods of great importance, and cultural goods of exceptional importance. This Law defines general procedures, while specific conditions for undertaking technical protection measures and other works on tangible cultural goods and cultural goods of great importance, are determined by the competent institute for the protection of cultural monuments,

and cultural goods of exceptional importance by the Republic Institute for the Protection of Cultural Monuments. The technical protection measures are of particular importance for the sustainable use of heritage, since in practice they are elements that can cause a problem, both in the domain of excessive restrictiveness and in inertia and slowness in issuing conditions, which leads to the degradation of heritage. It is worth mentioning, that aside individual methodologies, Institutes are lacking to define substantial elements for the argumentation on the basis of which technical protection measures are issued (professional studies, an excerpt from archival documents, etc.).

LAWS AND STRATEGIES REGARDING TECHNICAL ASPECTS OF HERITAGE PROTECTION

Most important technical aspects regarding heritage protection and sustainability are related to contemporary standards of achieving sustainable use of natural resources, most important being those related to energy efficiency in buildings. These standards are predominantly being made having in mind new construction, but are also very important in refurbishment of existing buildings, some of which fall under heritage protection regimes. The Law on Planning and Construction [4] and the Law on the efficient use of energy [10] make the base for the implementation of measures of energy efficiency in buildings, new ones, as well as the ones being refurbished. As the Serbian building stock, similar to most of the Europe's building stock is predominantly consisting of old buildings, it can be regarded as a significant resource for achieving quality in built environment and architectural features through its refurbishment. Most of these buildings are not under any heritage protections regimes, which makes the issue of their refurbishment even more prone to inadequate solutions, so the need for professionals in the field of architecture and urban planning specialized for the issues of building refurbishment is emphasized, making it of direct interest of HERSUS project.

The Law on Planning and Construction, and related bylaws (Rulebook on energy efficiency [11] and Rulebook on the conditions, content and manner of issuing building energy performance certificates [12] define the energy performance certificate for buildings, and related infrastructure for its implementation (training and licencing of engineers, database of issued certificates, technical details (models for calculations etc.)). Buildings are graded by achieved energy class into 8 categories (from "A+" to "G", later being the worst). Minimum energy class that a new building needs to achieve is "C". For buildings undergoing refurbishment, energy class after refurbishment needs to be improved for at least one energy class compared to the state before refurbishment. Buildings excluded from these obligations are buildings that are under certain levels of heritage protection regimes, where energy efficiency measures would confront to heritage protection measures. For each of these cases, all technical solutions need to be approved by the Republic Institute for the Protection of Cultural Monuments. In housing building stock Law on housing and building maintenance [13] brought significant changes in management of this significant part of building stock. Not only that housing building stock accounts for the largest number of buildings, but also the architectural features of these buildings vary significantly, from those under heritage protection regimes to those without status of protection but of significant architectural value, all of which are in very poor condition regarding energy performance [14]. Issue of their refurbishment has waited for too long to be an easy one, in most cases. This law has made sustainable development of housing as one of its main principles, which is defined as improvement of conditions of housing for citizens and preservation and upgrade of housing building stock quality with improvement of its energy efficiency, decrease of negative influences on environment and rational use of resources, that is, harmonizing economical and social development with environmental issues in development of housing sector. It defines models of management of buildings used for housing, predominantly collective housing, their refurbishment implementation and financing.

The state in the housing building stock is similar to the state of public buildings, from the aspect of poor energy performance and various architectural features in buildings, according to latest research [15, 16, 17, 18]. Management of public buildings and their refurbishment is however completely different than in housing sector. The issue of building refurbishment is expected to be further defined in the Long-term Strategy for incitement of investment in building refurbishment of Republic of Serbia, which is under preparation. This Strategy is expected to define the sustainable path for building refurbishment, both housing and public buildings, in terms of expected levels of refurbishment, energy savings and financial instruments.

ANNEX

In recent years, three draft documents were prepared but have not been put in force till today. Nevertheless, since they propose fundamental changes in the field of heritage protection, they will be presented briefly. The first one is the draft document of the Strategy for the development of culture [7].

 $^ imes$ In the domain of heritage, the Strategy identifies problems of decentralization of jurisdiction, lack of financial obligations. lack of hierarchical coordination and communication, lack of accurate data, field work analysis, and low level of human resources, especially in archeology and architecture. The strategy identifies the need for continuous training and capacity-building activities, mainly lacking due to financial resources, and the need to find alternative ways of funding.

In the domain of heritage, the most attention is paid to the institutional and regulatory framework due to the years of neglect of this topic in society and politics. The strategy expresses the aim to create conditions for the formation of a stable and reliable normative framework for adequate care for cultural heritage, its recognition, research, evaluation, protection, presentation, interpretation, and inclusion in modern life. Under this action, the strategy proposes adopting several laws such as Law on cultural heritage, Law on the protection of tangible cultural goods, Law on Museum Activity. Under this goal, additional activities concern the need for reorganization of governance and expert positions in the service of protection of cultural goods, standardization of the process of preservation and conservation, as well as the adoption of management plans for tangible cultural heritage, especially for monuments from the UNESCO World Heritage List. The special activity refers to the formation of a network of institutions for the protection of cultural heritage, as a system of communication, professional exchange, and coordination of activities, in order to systematically improve this area. The strategy also emphasizes the need to interconnect and strengthen cooperation between culture and education and science. recognizing the need to create additional programs in higher education in field of culture and importance of scientifically and evidence-based research for the creation of new policies in the domain of culture.

The draft version of the Law on Cultural Heritage [9] commences on criticizing the current Law on Cultural goods [6], indicating its obsolescence concerning the changed constitution, excessiveness, complexity, and inapplicability. The most significant changes proposed by this Law relate to the introduction of the category of cultural goods in danger, the establishment of Commissions for cultural goods of great importance for the Republic of Serbia and cultural goods from the UNESCO list, but also the establishment of the inspection for protection of cultural heritage. In addition, the meaning of tangible heritage has been extended to - architectural object as well as

their architectural surrounding, vernacular buildings, other immovable buildings, part of building and unit with properties related to a particular environment, work of monumental and decorative painting, sculpture, applied arts and technical culture, urban or rural settlement or its part with associated infrastructure, a group of buildings that are not necessarily spatially connected, but have collective architectural coherence or cultural, historical, archaeological, artistic, scientific, social, functional or technical uniformity, as well as a site that is a product of a unique natural and human activities, partially built, and has a prominent historical, archaeological, artistic, anthropological, scientific, social, cultural, technical or industrial significance. Additionally, this Law recognizes the sustainability on a greater scale, hence including it as one of five main goals ("sustainable development of cultural heritage through management and use in the service of satisfying the cultural, scientific and educational needs of the individual and society and improving the overall quality of life") but also within the basic principles ("cultural heritage protection is a process that meets current needs, without compromising the rights of future generations to meet their needs and is based on economic development, social balance and environmental protection").

Law on the activity of Protection of Tangible Cultural Goods - DRAFT version This law regulates the system of protection of immovable cultural goods, their significance, types, manner of establishing protection and protection measures, rights and obligations of owners and users of immovable cultural goods, manner and conditions of performing activities of protection of immovable cultural goods, financing protection of immovable cultural goods, as well as other issues of importance for the preservation of immovable cultural property, as part of the cultural heritage. One of the purposes of protection is defined as ensuring the sustainable use of immovable cultural property in accordance with their traditional or new appropriate purposes for human development and quality of life; Within the type of immovable cultural property, a

cultural monument, cultural-historical whole and locality or area stand out. It is interesting to emphasize that the cultural landscape within the category of locality or area is mentioned here for the first time.

Keeping in mind that these documents haven't been put in force, it is yet to be analyzed how interrelation between heritage and sustainability will be approached in preparing and adopting final versions and their implementation in practice.

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