HERICOAST TOOLBOX — IMPROVING HERITAGE POLICIES IN COASTAL AND FLUVIAL REGIONS

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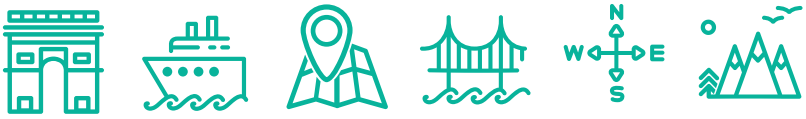

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INTRODUCTION

The purpose of this toolbox is twofold. Firstly, the aim is to support the partners in the HERICOAST project in improving their regional policies. Secondly, we hope that our results can be an inspiration for other coastal and fluvial regions struggling with tapping the full potential of their cultural heritage.

Despite the obvious differences between the regional context of the Hericoast partner regions, ranging from the rocky coast of Donegal to the inland rivers in Castile and León to the Danube Delta, all of the regions are seeking innovative ways to improve the management of their coastal and fluvial heritage based on extensive stakeholder involvement in line with recent EU policies on participatory heritage governance (European Union 2014). With this as their common denominator, the partners are looking for new ways to develop new projects for implementation or change the management or strategic focus of their existing policies. In this process, the toolbox serves as a set of recommendations by outlining different dimensions of policy development and contributing the concrete experiences from the HERICOAST partner regions.

In many ways the toolbox represents the sum of experiences with heritage and landscape management, stakeholder involvement and policy development from the Hericoast partnership: six different European coastal and fluvial regions, one university and an NGO. The toolbox was developed as an integral part of the HERICOAST project's interregional learning process. Over a 2½-year period that included 5 workshops and field visits, 2 Marinescape Forum Events, dissemination at several conferences, and ongoing online dialogue, the project partners and their stakeholders exchanged their knowledge about thematic fields such as high-level policies, engagement with civil society, public-private partnerships, and more. In this process the regional partners and their stakeholders brought in examples from their own territorial context and good practices. It is these territorial situations and good practice examples that you will see described throughout the following chapters. The project's advisory partners facilitated the learning process and brought in inspiring reflections from relevant academic fields such as heritage studies and tourism development, as well as valuable knowledge about policy development and landscape management. With that in mind, the toolbox stands as a testimony to the HERICOAST project learning process.

Structure of the chapters

The HERICOAST partners' intention for the toolbox is to be a set of tools that have proven useful for the design of new kinds of regional policy development towards a more co-creational and evidence-based approach. The implementation in our partner regions has to take into account territorial differences and the specific character of each region. To allow other regions to use and to adapt the tools for their own needs, we described them in a more general way in the individual chapters while demonstrating the specific implementation of the toolbox on the ground in the description of the best practice examples.

> Chapter 1: ***Conceptual framework*** outlines how coastal regions could benefit from exchanging expertise and experience, in order to manage their heritage resources more efficiently. The chapter addresses the importance of taking the regional, spatial and historical characteristics into account while not losing sight of the diverse contemporary economic, social, cultural and ecological challenges. With this objective, the chapter addresses four related issues: (i) interconnected cultural frontiers, (ii) the common challenges of coast-specific heritage, (iii) threats and opportunities of coastal tourism, and (iv) the specific effects of ecological changes on cultural heritage.

> Chapter 2: ***Taking a coastal heritage approach*** outlines how cultural heritage works as a strategic resource in the redevelopment of coastal and fluvial landscapes. The chapter provides a look at the HERICOAST partners' specific territorial conditions in relation to their heritage and outlines the different approaches towards cultural heritage as a strategic resource in the redevelopment of coastal and fluvial areas in four domains: economic, social, cultural and environmental.

> Chapter 3: ***Evidence-based, more stakeholder-centered regional policy development*** outlines the wider context for public policy development. In recent years we have seen a shift towards more participatory and evidence-based policymaking processes. This chapter goes into depth on how these tendencies affects designing a policy process over the process's various cycles.

> Chapter 4: ***Public sector – administration and politicians*** argues that policies cannot be run as an isolated process, but need vertical and horizontal integration. Based on examples from the HERICOAST partners, the chapter describes how local and regional governments have a specific role in this context that is closely related to the new approaches to multi-level governance, evidence-based policies and stakeholder involvement. The chapter presents strategies for coordination of actions and knowledge exchange, both vertically and horizontally, while improving local economic, social, cultural and environmental conditions.

> Chapter 5: *Private sector – profit and non-profit* outlines the increasing importance of stakeholder groups for the described regional policy development on cultural heritage. This chapter argues that it is essential to keep an eye on the changing ways of communication and knowledge transfer that deeper involvement of new actors brings. To organise a more participatory policymaking process, it would seem useful to look for operational platforms that facilitate further interaction and collaboration on certain issues, and the involvement up to the implementation of action plans on the ground. Finally, it describes different strategies for engaging with both profit and non-profit stakeholders.

> Chapter 6: *Integrational function of events* outlines how successful cultural events can bring different stakeholders together and in the process become a learning experience among stakeholders of heritage as a shared resource. This chapter goes into depth on European events linked to one-off centennials, jubilees and event years as well as local annual events enhancing local cultural heritage.

Hericoast project partnership

1. Vest-Agder County Council, Norway
2. Tulcea County Council, Romania
3. Castile and León Regional Government – Regional Ministry of Culture and Tourism, Spain
4. Molise Region, Italy
5. Leartibai Development Agency, Spain
6. Civilscape, Netherlands
7. Vrije Universiteit Amsterdam, Reseach Institute CLUE+, Netherlands
8. Donegal County Council, Ireland

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CHAPTER 1

HERITAGE IN EUROPEAN COASTAL AND FLUVIAL LANDSCAPES

HERITAGE IN EUROPEAN COASTAL AND FLUVIAL LANDSCAPES

Four Reasons for Interregional Knowledge Exchange

Linde Egberts, Vrije Universiteit Amsterdam

Heritage in coastal landscapes confronts preservationists, spatial planners, policymakers and politicians with challenges that are specific to their coastal context. Coastal landscapes in all their varieties share common features of how humans have interacted with their environments on the edge of land and sea. These traces testify to coastal protection, to fishing and shipping traditions, and the use of other natural resources that coastal landscapes have to offer, such as mussel farming, harvesting salt, or exploiting the beach as a tourist attraction. Due to their accessibility, these areas also share an historic interconnectedness with cultures and peoples elsewhere on the coast. Coastal communities and societies therefore often show remarkable differences from inland societies when it comes to their language, customs, ways of life, ways of building and heritage. Moreover, they might have a different cultural and spiritual relationship with the sea that makes them stand out from societies further inland.

Cultural heritage and its management in coastal landscapes vary greatly from one area to the next, but throughout Europe several key issues and challenges recur. In this chapter I argue that coastal regions in Europe could benefit from exchanging expertise and experience, in order to

manage their heritage resources more efficiently. I will address the importance of taking the regional spatial and historical characteristics into account, while not losing sight of the diverse contemporary economic, social, cultural and ecological challenges. I address four of these issues, starting with a discussion of interconnected cultural frontiers and the common challenges of coast-specific heritage. I continue by discussing the threats and opportunities of coastal tourism and the specific effects of ecological changes on cultural heritage. In order to make each of these topics more concrete, each of them is accompanied by an example from one of the many and varied coastal regions in Europe. Finally, I consider the roles that coastal heritage plays in historiography of regions and nations and how that affects the ways in which the coastal past is remembered, preserved and redeveloped.

The regions cooperating in the Hericoast project are generally regions struggling with depopulation, which creates specific challenges for heritage preservation. This chapter therefore focuses mainly on the issues and challenges of the more remote coastal regions. Although the variety in cultural heritage and its management in coastal landscapes can be dramatic from one area to the next, throughout Europe several key issues and challenges recur. I address some of these issues in order to indicate why it is useful for a region in Southern Norway to learn from experts from the Romanian Danube Delta on the Black Sea, or why Basque tourism professionals have working strategies relevant to heritage managers in northwestern Ireland, to name just two few examples.

Interconnected cultural frontiers

Coastal regions first and foremost have one particular characteristic in common: they are most often accessible by boat. Throughout history, travel by boat was often dangerous, but less difficult, arduous and hazardous than travelling across land. Places along coastlines and

across seas often had intensive trade contacts, which brought an exchange of goods and peoples, as well as an exchange of skills, cultural values, ideas, fashions and (perhaps rather less savoury) diseases.

Nowadays, most people have an idea of the sea as commonly depicted and imagined from the land in academic studies of the coast and in popular culture. As travel by land and air have become more convenient that travelling by boat, it is easy to forget that many port cities were relatively 'closer' to each other than places that could only be reached by land. Historian and journalist Michael Pye (2014, p. 48) describes how Bergen in Norway was closer to Ipswich than York, which today is only 340 kilometres by road. Jutland would have been quicker to reach than London. And most often the journey by sea was safer than by land. When we look at the land from the sea, our perception of periphery and centre changes. Various academic studies have reconsidered seas not as peripheries, but as centres of culture, innovation and exchange, such as Fernand Braudel (1949), Cyprian Broodbank (2013) and Peregrine Horden and Nicholas Purcell (2000).

When working on heritage management in coastal landscapes, it is important to be aware of this mainly terrestrial view of the coast that creates a bias in understanding coastal landscapes (Gillis 2014). They consist of both land and sea, and for a long time, the sea provided easier opportunities for travel, exchange and cultural interconnectedness. In many cases, these historical connections tie regions together; and they may shift and change continuously. Today, many communities have changed from an economic dependency on seafaring to other livelihoods, such as tourism or agriculture.

Example: historical interconnectedness of whale hunting

A good example of historical interconnectedness via the sea is the town of Lekeitio in the Basque country. Although most inhabitants live as farmers with their backs towards the sea, some communities have specialised in whale hunting since the early Middle Ages, when they were known to trade whale meat throughout Europe. A significant development came when they improved their shipbuilding techniques (probably learned from Vikings), after which they were able to hunt for whales as far as Greenland, Canada and the Faroes (Borja and Collins 2004; Scribano-Ruiz and Azkarate 2015). Basque whale hunters are said to be the first to have undertaken whaling as a large-scale, commercial activity, dominating the market until the late sixteenth century. The harbour town of Leikitio was one of the whale hunting centres along the Gulf. It is estimated that its inhabitants caught an average of 2.5 right whales per year (Aguilar 1981). In 1507, the town included the whale in its coat of arms, underscoring its economic and political importance (Aguilar 1981). Archaeological excavations in the town have produced large jars in which the Whale fat, or blubber, was stored (Cajigas 1999).

Although the Basques were forerunners in the economic exploitation of whaling, that heritage is shared by many other areas on the Atlantic coast, such as Norway, the Netherlands and France. In fact, Basque sailors taught the Dutch, Danish and English their whaling skills, which eventually enabled them to push the Basques out of the market in the course of the seventeenth century (Du Pasquier 2000, pp. 83-91). Whaling heritage can be found elsewhere, for example on the Dutch island of Ameland, where whale jaws were used to mark the boundary of domestic and agricultural premises.

Coat of arms of the historic whalers' town of Ondarroa, Basque Country. *Photo Development agency*

These cultural interconnections can manly be found in port cities, which can be seen as 'faraway mirrors' from each other, as they share traits, rather than exact forms or patterns (Hein 2012, p. 24). Port cities and particularly their waterfronts have been shaped by port activities, which changed dramatically in the course of history due to technological advances in shipbuilding and harbour construction. The shifts from sailing to steam and the process of containerisation, for example, demanded upscaling of ports sizes and a deepening of the waterways. In many cases, such as Rotterdam, Antwerp and Hull, the port activities moved out of the city, towards the sea. In the cities themselves, trading companies operating worldwide have developed harbour areas and headquarters that embody the interrelatedness of port cities across the globe (Hein 2012, 24).

Port cities have received quite some scholarly attention from historians (particularly urban historians), who have mainly focused on their economic interconnectedness, especially between Europe and the transatlantic coasts. This has produced insights into networks, exchanges and flows, in which the local specificity of many of the places involved have been addressed to a lesser extent (Land 2012). Cultural and naval aspects of port cities have received much less research interest, as a result of which the importance of cultural relationships to the hinterland has been somewhat overlooked (Beaven, Bell, and James 2016, pp. 1-10). Historically as well as today, national prestige is often attached to naval and mercantile port cities, due to their military and economic importance. As sites of intensive exchange of goods, people and ideas (as well as, of course, diseases), port cities have long been associated with fears of external influences from places beyond the seas. Port cities also had (and still have) a reputation, not entirely unjustified, of leisure cultures with extreme and boisterous atmospheres characterised by hard drinking, prostitution, criminality and loose social morals (Beaven, Bell, and James 2016, pp. 1-10).

The historical interconnectedness of coasts stretches far beyond the port cities. In many ways, the hinterland was transformed by the

opportunities for trade that the port offered. Inland transport systems developed, which brought goods from overseas and exported local produce. Also, the demand for supplies for shipping and raw materials for boat construction influenced the organisation of inland trade, agriculture and industrial production.

Due to their historical interconnectedness it makes good sense for coastal regions to work together on their heritage management. At the same time, some awareness of the role of regional heritage projects and research is called for. When studying and managing regions as historically interconnected, policymakers contribute to the construction of discourse on regional identity. In this case it is those that take the sea as the regional centre, both in terms of geography as well as in terms of cultural exchange. Researchers and policymakers have an important role in constructing these notions of identity, as is illustrated by the tradition of writing volumes of cultural histories of the Mediterranean world, such as those by authors Fernand Braudel (1949), Cyprian Broodbank (2013) and Peregrine Horden & Nicholas Purcell (2000).

Examples 2 and 3: impact of interconnectedness on landscapes

Fishing and trade not only had a considerable impact on port cities, they also shaped entire coastal landscapes. A good example is provided by the Basque country, where the bulk of ships of the Spanish fleet were built for whale hunting in Newfoundland and trade with the American colonies. The region's oak, pine and iron provided suitable raw materials for the ships and their masts, while large quantities of cider were produced to supply crews with drinkable fluids during the voyage. Due to the scale of the shipbuilding and provisions needed, cider production intensified. Large cider presses were built in the landscape and farmhouses were adapted to accommodate the increasing demand.

Another example illustrates how far inland the landscape was changed drastically due to envisioned connections with the wider world by creating a new access route to sea. Construction on the Canal of Castile began in 1753, in order to create a trade route for the grain that was being produced inland as well as goods produced in the colonies. In the end, 207 of the planned 400 kilometres of the structure had been built when the construction of the railways in northern Spain made its completion redundant. Despite the fact that the Canal de Castile never reached the Bay of Biscay, the regional landscape was completely transformed by the ambitions of its makers. And it ultimately became a highly important irrigation structure and source of energy for industrial mills (Moisén Gutiérrez, 2013).

Coastal heritage: common heritage, common challenges

Due to their comparable functions as places of cultural interaction, trade, fishery, migration and tourism, coastal regions exhibit many similarities in coast-related heritage. What first comes to mind are the lighthouses on many European coasts, but many other heritage structures could be mentioned. Therefore, the challenges in preservation and development of heritage can also be comparable. Without trying to be complete (I overlook heritage of migration, for example) or disregarding the complexity and differences between coastal regions in Europe, some common characteristics can be highlighted.

Harbours, waterfronts and wharfs

Sydney, Rotterdam, Shanghai, London, Oslo, Amsterdam... many capitals and other large port cities have dealt with drastic changes in shipbuilding

industries in the past decades. Commercial docklands did not prove resilient to the technological changes in shipbuilding and became redundant as the demand for ships changed and continues to change (Pinder 2003). Similar processes have occurred in urban ports, which have become disused as their size and facilities proved unable to keep up with developments in trade, shipping and shipbuilding. The shipbuilding and port activities have in most cases been relocated outside the historic city centres, as in examples like Rotterdam, Antwerp and Hull. As a consequence, many cities have lost their direct relationship to their port, as shipping is no longer a visible and tangible aspect of urban life. Through the mechanization of the shipment process, fewer people have a direct connection to these areas through their daily work. Other harbour cities, such as Kristiansand in Norway, still host the harbour activities in their historic location close to the city centre but struggle with increasing capacity to stay competitive.

Meanwhile, many large-scale wharfs and historic harbour districts have been transformed into trendy business and leisure districts, profiting from the presence of the waterfront and the vicinity to a city's historic centre. These iconic examples are legion, mainly situated in large harbour cities and former harbour cities far inland. In coastal areas that are now peripheral, smaller wharfs are often rather more isolated than in metropolitan areas where wharfs are an integral part of large harbour complexes. This makes their valorisation, preservation and re-use into a completely different challenge. Moreover, stakeholders, investment climate and social support make these cases incomparable to those famous landmarks of harbour metropolises.

Examples: scenarios for abandoned wharfs

A first scenario for wharfs that become disused in smaller towns is that they disappear before they become regarded as heritage. The wharfs of the European Commission on the Danube in the Romanian town of Sulina, for example, are regarded as heritage on paper, but it seems that the current owner has no intention of preserving the complex from ruination. The disused wharfs are approached as an integral part of Sulina's town structure by policymakers, but no longer have a function in the daily life of the town's citizens. And although policy allows new, cultural functions to be housed in the wharfs, up to now no initiatives have been taken to rehabilitate the decaying structures. Hopes are set on European collaboration, but it is feared that decay will come sooner than funding.

There are also more inspiring examples of small-scale wharfs that have been transformed and take on a new function and meaning, mainly in cases where bottom-up initiatives have been started. These often tap into history and look to tourists as their clientele. Reusing the old structures and stories of a wharf can enhance the recognition of the place's history and its connection to both land and sea. Not far from Ondarroa, in Pasai San Pedro, Askorreta shipyard has been taken back into use for shipbuilding since 2014, now for replicas of historical boats that used to sail out from this particular port. Tapping into the famous whale-hunting history of the Basques, initiators of Albaola are now reconstructing the San Juan, a whaling ship that sank in 1565 in Red Bay (now Canada). The wharf doubles as a museum and receives some 50,000 visitors per year. Lekuona Architects provided the design for the prizewinning transformation of the disused wharf into a visitor centre and historical boats workshop, by using regional wood and pallets (Premios Egurtek 2016).

An example of a recently transformed wharf is Verftet, a small-scale wharf in the historical outport Ny-Hellesund in Norway. After the family business of the old Bentsen & Sons shipyard was closed down in 2008, a new generation transformed the terrain into a guesthouse and restaurant with new architecture, which is carefully embedded in the historical surroundings and alludes to the former shipyard in shape, materials and colours. The Vest-Agder county council-in their role as the regional planning authority with a delegated responsibility for the national heritage act-devised the initiators and their architects in reaching a result that respects both the entrepreneurship, the historical surroundings and the continuity of ownership.

Ruins of leisure

Coastal tourism has transformed Europe's coastal landscapes completely. Emerging in the course of the seventeenth century in England, members of the aristocracy and upper classes were encouraged to drink sea water and bathe in the cold sea to cure them of all manner of ailments (Lenček and Bosker 1999). As the railways developed and the seaside became a destination for mass tourism, sunbathing on the beach and swimming in the sea came to be regarded as a pleasurable pastime. One could argue that the history of the beach is in many ways illustrative of shifts in cultural values, such as leisure, gender, health, race, eroticism, and the body. At the same time, the discovery of the beach as a place of leisure alienated us from the sea as a common cultural ground (Dettingmeijer 1996). Typical coastal resorts developed in a T-shaped morphology (Barret 1958; Pigram 1977), including facilities such as the grand hotel, the Boulevard, the arcade, the railway station, and in some cases also a pier. Particularly after the Second World War, this typology of the seaside resort was 'exported' to destinations that were warmer, sunnier and more exotic than the beaches of Northwestern Europe. Coastal landscapes became dotted

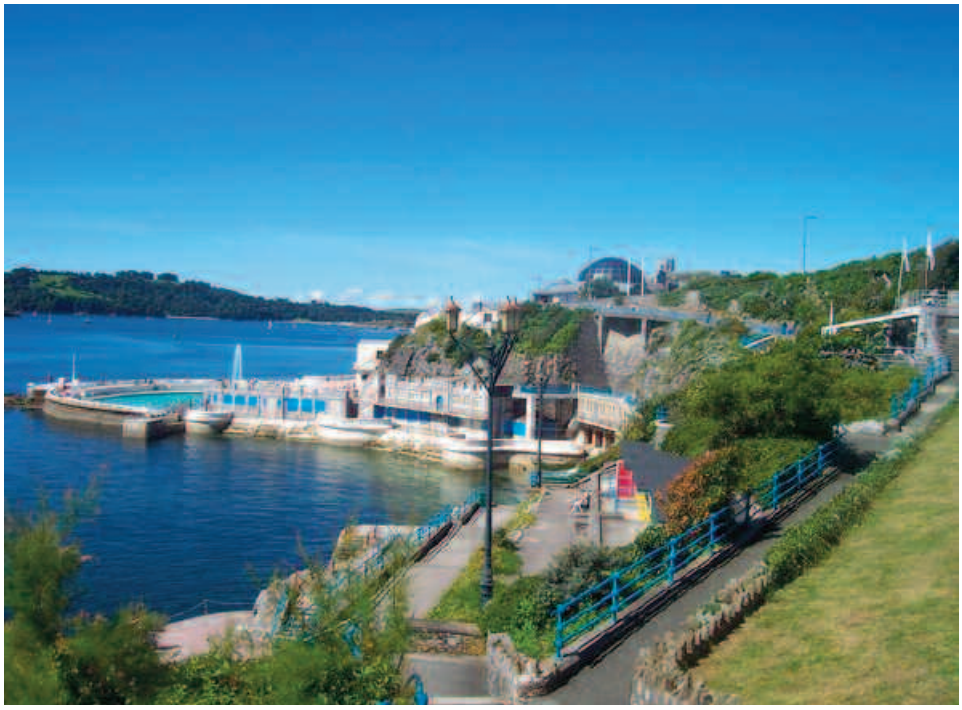
with vacation parks, beach resorts, amusement parks and all infrastructure and facilities that modern tourism demanded. The popularity of destinations in the Mediterranean and further away eventually led to the decline of older coastal resorts, particularly in England as often studied through Butler's tourism area life cycle model (Butler 1980) to understand their pattern of growth, peak and decline. Whereas this model has been strongly criticised for overemphasising uniformity and homogeneity of seaside resorts (Chapman and Light, 2016), the idea that many seaside resorts around the world follow similar patterns of rise and decay remains unchallenged.

Particularly in England, ruined sites of early seaside tourism are now being regarded as heritage. Scholars and practitioners gather in knowledge networks to integrate this heritage of leisure in the revitalisation of run-down coastal towns.[1] In continental Europe, the often modernist architecture of the coastal resort is sometimes protected, but more often demolished. As this happens, an important part of the recent history of coastal landscapes becomes unrecognisable. All coastal regions in Europe are affected to some degree not only by the popularity of coastal tourism, but also its decay. They share the same issues of how to deal with 'ruins of leisure', especially when coastal towns become subject to large-scale urban revitalisation processes. By exchanging knowledge with their fellows, regions can exchange strategies and approaches to validate, preserve and redevelop this type of heritage that is so characteristic of the coast. A good understanding and careful decision-making process on re-use and rehabilitation are therefore highly important. International knowledge exchange could make a great difference in that respect.

[1] Seaside Heritage Subject Specialist Network, http://www.scarboroughmuseumstrust.com/seaside-heritage-network

Example: the rehabilitation of the Tinside Lido

A good example of a ruin of leisure was the Tinside waterfront lido in Plymouth, England. Designed by architect John Wibberley in 1935, it has a semi-circular bath with a diameter of 55 meters that extends into the sea. The pool is situated below the coastal road, where parking is provided. From there, visitors descend to the boldly designed changing rooms and pool. During the Second World War, it is said to have served as a landmark for pilots of German bomber planes due to its distinctive and recognizable shape. After years of neglect, the pool was closed to the public in 1992. In the years that followed, a large public campaign was held to save the complex from further decay. Then, after a successful campaign it was protected as a Grade II Listed Building in 1998, which paved the way for its restoration and re-opening in 2005.



Plymouth's Tinside Lido. *Photo by Lewis Clarke, Wikimedia Commons ShareAlike 2.0 Generic*

Heritage of conflict and defence

Coastlines have not only been places of friendly contact, but also of hostilities. Along Europe's shores, traces of war and defence from various eras still dominate the landscape. In many cases, these defensive structures and landscapes of trauma cross present-day national and regional borders. Heritage experts see themselves confronted with the task of balancing various interpretations of the past – that of heroes and perpetrators, winners and losers, survivors and those lost. Sharing knowledge with fellow experts can be highly valuable in balancing these conflicting appropriations of the past and often spirited discussions on authenticity. Particularly in situations involving the heritage of conflict, international cooperation is indispensible. Defence lines often cross national borders and benefit from a joint heritage strategy. Moreover, discussing these shared traces of conflict is a very effective means of creating mutual understanding. Heritage professionals can find support from the International Scientific Committee on Fortifications and Military Heritage, which assists UNESCO in advising on how the heritage of conflict can be approached and re-used.

Example: Atlantic Wall

A particularly well-known example is the Atlantic Wall, an immense fortification system along Europe's continental North Sea and Atlantic coasts. It was developed by the German forces to halt a potential attack from the west during the Second World War (Rolf 1983). Locally, beaches became inaccessible and buildings made way for defensive structures and clear lines of fire. In some cases, such as Den Helder, IJmuiden and Hellevoetsluis in the Netherlands, parts of historic city centres were demolished, while some villages (such as Petten) vanished entirely. Points of orientation such as towers were also demolished and citizens were evacuated on a large scale (Bosma 2006).

Today, the far-reaching impact of the Atlantic Wall on the coastal landscape is still visible in places (Zaloga 2009). Each country and region approaches the interpretation, preservation, presentation and commemoration in their own ways. Historical understanding and inventory of the entire structure are still missing (Beek N.D.). Moreover, experiencing the unity in this historic structure is also very difficult for the interested visitor, as the overarching programme and strategy behind the wall remain obscure. It must also be noted that the heritage of conflict demands constant debate, as its values and interpretations change over time.

Remains of the Atlantik Wall in Audinghen, France. *Photo by Michel Wal. GNU Free Documentation License*

The threats and opportunities of coastal tourism

Whereas the imprints of early tourism on coastal landscapes slowly come to be regarded as heritage, present-day effects of mass tourism are perceived as a threat to heritage (Bourdeau, Gravari-Barbas and Robinson 2005). In coastal areas where mass tourism has matured and stagnated, such as the Costa Brava in Spain, coastal landscapes now face the challenge of rejuvenation processes (Sardá, Mora and Avila 2015). In other places, emerging tourism puts pressure on the cultural and natural environment of the coast, for example through water pollution, waste and the attractions of new coastal resorts, including hotels, golf courses, entertainment areas and air strips. The dependence on the car as a mode of transport creates major sustainability issues, as is the case in southwest England. Apart from high emissions of CO2, it creates a planning need for widened roads and car parks in fragile heritage environments (Howard and Pinder, 2003).

On the other hand, it is often assumed that sustainable development of tourism can also be beneficial, as it can generate employment and new income for local populations. Cultural and natural heritage form an important factor in the attractiveness of regions for tourists. Theoretically, sustainable tourism could contribute to heritage preservation. Sustainable tourism and preservation have several values in common, such as maintaining the integrity and authenticity of places for future generations. They also share the idea of a universal responsibility, attention for intercultural understanding and respect, stakeholder involvement, environmental protection and forms of holistic management that consider the long term (Brantom, 2015).

The tourism industry in coastal regions is in a process of restructuring (Agarwal, 2002). Researchers predict the typical vacations of sun, sand and surf being made obsolete by homogenous travel packages (Lacher et al., 2013). At the same time, heritage tourism is the fastest growing

niche of the tourism industry (Timothy 2011), in line with a growing demand for authentic, unique and engaged experiences (Egberts and Bosma 2014). Local character and heritage are appreciated by coastal tourists, whereas culinary experiences are appreciated more highly (Lacher et al. 2013). Sustainable tourism can mean many things, but one aspect is matching demand with offers at tourism destinations; the choice of which destinations could, however, be managed in more sustainable ways. Deliberately integrating heritage and culinary assets into tourist offers can be an important aspect (Lacher et al. 2013). Yet, the development of small-scale tourism might not be as economically sustainable for the region as it seems. It can lead to oversupply of accommodation outside the main tourist season, and the job opportunities may be taken by low-wage workers from other parts of the world. Howard and Pinder (2003) argue that although seasonal and migrant work is inherently part of coastal histories, it presently does not contribute to securing local economies for the longer term.

It is partially the task and responsibility of regional policymakers to balance the positive and negative effects of tourism on heritage in coastal landscapes. Exchanging knowledge between regions on building strategies in which local industries and the tourism offerings reinforce each other can make a crucial difference.

Example: balancing tourism and conservation at Suomenlinna fortress

In order to anticipate and manage the dual impact of tourism on coastal heritage – both as a threat and an opportunity for development – coastal regions are undertaking action to find a balance between the two. Particularly in the field of World Heritage, exemplary initiatives have been taken in the recent past (Westrik 2015), not in the least because UNESCO demands detailed management plans and monitoring of sites.

One example in a coastal context is that of the fortress of Suomenlinna in Finland, listed since 1991. This large fort is an irregularly-shaped bastion fortress that has a rich and conflicted history recounting Swedish, Russian and Finnish governance.

With its 8 million annual visitors, Suomenlinna is one of Finland's most popular tourist sites, particularly in summer. One of the threats posed by tourism is the erosion, mainly of the ramparts and fortification, caused by the number of visitors. The accessibility of the fortress and its conservation are conflicting interests, particularly because residents tend to become more negative in their attitude towards tourists (A Sustainable Tourism Strategy 2015). Therefore, a strategy and action plan have been developed that specify the problems and qualities. This allows for tailor-made tools for reaching a fine balance.

Suomenlinna is involved as a pilot project in the sustainable tourism strategy that was developed embedded in a larger project: *Towards a Nordic-Baltic Pilot Region for World Heritage*, an initiative of the Nordic World Heritage Foundation (NWHF), that ran between 2012 and 2014 (NWHF, 2014). The outcomes of the project have been used in the UNESCO World Heritage Sustainable Heritage Toolkit, which could be of great importance to policy makers in European Coastal regions (see: http://whc.unesco.org/sustainabletourismtoolkit/welcome-unesco-world-heritage-sustainable-tourism-toolkit)

Suomenlinna Fortress with Helsinki on the horizon. *Photo by Michal Pise. Wikimedia Commons ShareAlike 2.0 Generic*

Cultural heritage and ecology

Caring for cultural heritage in coastal regions does not always go hand in hand with the preservation of natural values. In academic research and policy, there is a dichotomy between the worlds of natural and cultural heritage preservation, signified for example by a separation of heritage into a natural and a cultural category in the designation of world heritage sites, managed by IUCN and ICOMOS respectively. This leads to many unwanted side-effects for either cultural or natural heritage, as important values remain out of sight in decision-making processes and protection schemes. Some argue that making the holistic concept of *landscape* central in heritage management could contribute to overcoming divides, as it includes both natural and cultural values,

as well as a strong political and social dimension (Krauss 2015; Egberts 2017a).

As Thorsten Heimann argues, perceptions of climate change and climate adaptation strategies differ greatly within coastal landscapes across Europe (Heimann, 2017). He showed how experts from various sectors in several countries perceive the impact of climate change on coastal areas differs across sectors, and also from one country to the next. By focusing on local media coverage of climate change in Lübeck and Rostock, he also makes clear how local narratives of identity and heritage influence public perception and thus also political decision-making. A general belief in the safety of Rostock was based on the local culture of looking towards the future and leaving the past behind, whereas in Lübeck the same belief was supported by a long-existing narrative of political might and influence (Heimann and Mahlkow, 2012).

Particularly for heritage in coastal landscapes, the existing and potential financial consequences of climate change may be significant, as conservation costs could escalate. Higher springtides, heavier storm surges, rising relative sea levels and increasing weather events pose serious challenges to the physical preservation of seaside heritage. Schemes to protect cultural heritage sites in these areas can have negative effects on (for example) natural heritage values. In some cases, the effects are so dramatic that no other strategies can be developed apart from managed decay and retreat, as is the case on England's Jurassic Coast, where governmental bodies have accepted that areas with high natural and cultural heritage values will be lost. This is particularly the case in areas with strong coastal erosion, where entire cultural landscapes will be inundated (Howard and Pinder, 2003). But the measures that are taken to prevent effects like flooding can have a large impact on historical landscapes. This can be said for many coastal areas, but perceptions of climate change and climate adaptation strategies differ greatly across Europe (Heimann 2017). Experts from various sectors in various countries perceive the impact of climate

change on coastal areas differently, with local narratives of identity and heritage influencing public perception and thus also political decision-making (Heimann and Mahlkow 2012).

Example: Nature and cultural heritage in the Dutch Wadden Sea area

It is evident that coastal heritage is particularly vulnerable to climate change. However, policies that are primarily aimed at preserving biospheres and natural characteristics of coastal landscapes or stimulating regenerative energy can also jeopardize heritage values. This is the case in the Dutch Wadden Sea Area, which is recognised as part of the trilateral UNESCO World Heritage Site for its geological and natural values. The dominance of the nature preservation perspective is also reflected in the plan's borders, which follow the sea dikes and exclude the land behind the dikes as well as the Wadden Sea Islands. Landscape qualities were defined in terms of open horizon, darkness at night and 'naturalness'. Archaeological heritage and cultural-historical values were mentioned as an additional point of minor importance (VROM, 2007).

Drawing a sharp boundary around the Wadden sea (excluding the mainland within the dykes as well as the Wadden Sea islands) results in awkward spatial planning interventions that have negative impacts on the cultural landscape of this coastal region, even when the motivation of these measures is to increase sustainability. One example is the development of the largest solar park in the Netherlands on the Island of Ameland. As part of the island municipality's ambition to be energy self-sufficient, 23,000 solar panels were installed and, to hide these from view, an earthen wall several metres high was constructed around them. This wall now lies in the middle of the open landscape between

the villages of Hollum and Ballum. It obscures the otherwise open horizon from the sea dike to the south to the dunes to the north. Moreover, the installation detracts from the historical land organisation around Ballum, which has a particular significance as the first Dutch agricultural area to be reorganised by re-parcellation in 1916 (Schroor 2000). The solar panel installation therefore jeopardises the spatial quality of the island, which consists not only of good beaches and beautiful sea views, but also of a small-scale agricultural landscape, which offers an intimate experience, as the dike and dunes are always within sight (Egberts 2016).

The new earthen wall that shields the Ameland Solar park. *Photo Linde Egberts.*

Conclusion

Marginalized pasts in heritage preservation?

The four reasons for knowledge exchange I discussed here address issues that heritage managers and regional policymakers are faced with on a daily basis. I would like to tie this broad palette of topics and challenges together with the question of whether any underlying patterns can be discerned in what historic remains of coastal cultures are regarded as heritage and by whom. These issues might not directly address the daily management of heritage, but are essential for understanding the place of coastal heritage in an inter-regional and international perspective.

Heritage refers to those aspects of the past that people give a place in the present. They do so selectively, often in line with what Laurajane Smith calls *Authorised Heritage Discourses* (2006). These discourses legitimise what parts of the past are remembered and which are forgotten, which often happens in a context of national identity politics. Heritage is therefore dominated by national interpretations of the past, which highlight the landscapes, buildings and traditions most compatible with the self-image of a nation.

Politicologist Benedict Anderson (1982) argued that nation-states form their identity by selectively using elements of their community's character. Particularly since the nineteenth century, cultural and historical elements were chosen to reinforce the sense of community of a country's inhabitants. These elements can be places, stories, symbols or means to mark how a nation differs from others. Regional identity narratives are often shaped in similar ways, although levels of institutionalisation vary from one region to another (Paasi 1986). The process of selection from the past often follows a distinct pattern, involving a decision on what parts of the past are useful for regional and national identity construction and which should be left out (Egberts 2017b). Some of the above examples suggest that heritage of the coast is selected and reused in the identity narratives of regions and nations only under very specific circumstances.

Coastal heritage is not necessarily part of these national authorised heritage discourses (Hundstad 2014). Coastal towns and villages often had more cosmopolitan characters than inland areas, making them less suitable as starting points for inventing traditions (Hobsbawm and Ranger 1993) in a national context. Anthropologist Thomas Hylland Eriksen (2004) describes how the fashion sense in coastal towns near Oslo had been considerably more European and urban during his youth in the 1970s. Upon returning as an adult in the 1990s, he was surprised to find that recently designed and standardised folk costume was worn widely on a national celebration day. As an indication, Western European countries like France, Great Britain, Norway, Denmark, Belgium, Sweden and the Netherlands saw the foundation of museums of national histories in the 18th and (primarily) 19th centuries. Their more specialised national maritime and naval museums were all founded from around 1910 onwards. Spain is the exception, as its *Museo Naval de Madrid* was founded much earlier (1843), highlighting the imperial dominance of the country on the world's seas.

Simultaneously, counter-reactions from the coast to the nationally oriented historical discourse were also felt. As Dag Hundstad (2014) argues for the Norwegian context, the attention to a 'coastal culture' among historians and museum professionals dates back to the 1970s. He states that the newfound interest in the histories of sailors, fishermen and beachcombers was part of a larger movement towards democratisation and anti-elitist directions in research at the time. It seems that his assumptions on the Norwegian discourse are also reflected in other European countries, connecting to a new interest in the vernacular past that Sharon MacDonald calls 'the memory phenomenon' (2013). One example of the popularisation of coastal livelihood is the famous 1976 Dutch TV-series *Sil de strandjutter* ('Sil, the Beachcomber'), that narrates how a beachcomber finds a shipwrecked girl from Sweden on the shore of the island Terschelling.

Another explanation for the emerging interest in coastal heritage is that things become regarded as heritage once a sense of loss is felt

(Hewison 1987). In the case of coastal cultures, the industrialisation and mechanisation of fisheries, shipping, navigation and port activities have directly contributed a sense of wanting to hold on to these cultures that were on the point of being lost forever. This was one of the drivers behind the foundation of museums like the local museum *'t Fiskerhuuske* in Moddergat, the Netherlands in 1965, the Fisheries and Maritime Museum in Esbjerg, Denmark in 1962, the Scottish Fishery Museum in Ansruther, Scotland in 1976, and the Naval Museum in San Sebastian, Spain in 1991.

These tendencies are interconnected with the emerging coastal tourism at the same time and can be understood as the recreationalisation of the coast. This refers to the change from use of coast for production (fish, trade) to a conception of the coast for its symbolic values such as heritage and nature (Byskov 2007). By founding a museum and collecting and displaying objects of an everyday life that is about to be lost, professionals and local communities disconnect them from their former use and meanings, and *sacralise* them, bestowing on them a stabilising function in social relationships (Macdonald 2013, p. 148). By establishing museums on the coast, they function as markers of a sense of belonging to the coast (Ballinger 2006). As a sense of status and community is expressed through museums (Macdonald 1996), it becomes understandable why the musealisation of everyday life has more intensively manifested itself in areas that have been regarded as marginal in the late capitalist era, but that once played a more central role (Macdonald 2014, 160). This could also apply coastal regions, where the everyday life of fishermen, sailors, lighthouse keepers and pilots was put on display.

Further academic research is needed to bring to light the patterns behind these processes of appropriation of the coastal past work in various parts in Europe. The concrete and strategic insights of such an investigation could in turn be highly informative for the ways in which heritage managers and policymakers in coastal regions work.

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CHAPTER 2

TAKING A COASTAL HERITAGE APPROACH – CULTURAL HERITAGE AS STRATEGIC RESOURCE IN REDEVELOPMENTS OF COASTAL AND FLUVIAL LANDSCAPES

TAKING A COASTAL HERITAGE APPROACH –

CULTURAL HERITAGE AS STRATEGIC RESOURCE IN REDEVELOPMENTS OF COASTAL AND FLUVIAL LANDSCAPES

Globalisation, technological development, and climate change challenge the development of coastal and fluvial regions in different ways. Centralisation of maritime industries around larger harbours, for example, entails a loss of functions in more peripheral coastal communities. This leads to a rapid decline in European traditional coastal economic activities, such as small-scale fishing and shipbuilding. For some regions this process is coupled with an increased reuse of the coast for recreational purposes (Christensen and Guldberg, 2004; Byskov, 2007.) This development is a common denominator the regional partners of the HERICOAST project are facing: for example, when the modern demands for efficiency and profit challenge the small and roadless fishing communities in the Danube Delta in Romania; or the fisherman of the smaller ports on the Biscay coast, seeing their activity dwindle as some fish stocks crash, costs rise and prices fall. Like many other European coastal and fluvial regions, the HERICOAST partners are faced with a two-pronged question: how to establish a sustainable local economy and what to do with the remaining traces of the traditional maritime industry in the coastal landscape? This chapter provides insight into the HERICOAST partner's specific territorial conditions in relation to their heritage and outlines the different

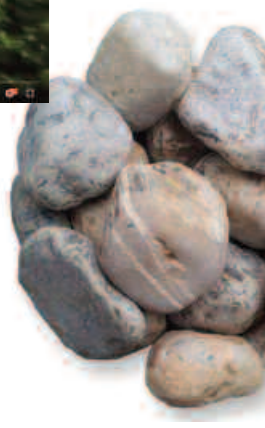
approaches towards cultural heritage as strategic resource in the redevelopment of coastal and fluvial areas in four domains: economic, social, cultural and environmental.

Regional snapshots from the HERICOAST partner regions

Map of Europe with partner Vest-Agder County Council, Tulcea County Council, Castilla y León Regional Goverment Regional Ministry of Culture and Tourism, Leartibai Development Agency, Molise Region, Donegal County Council, Civilscape, Vrije Universiteit Amsterdam

Lea-Artibai, Spain

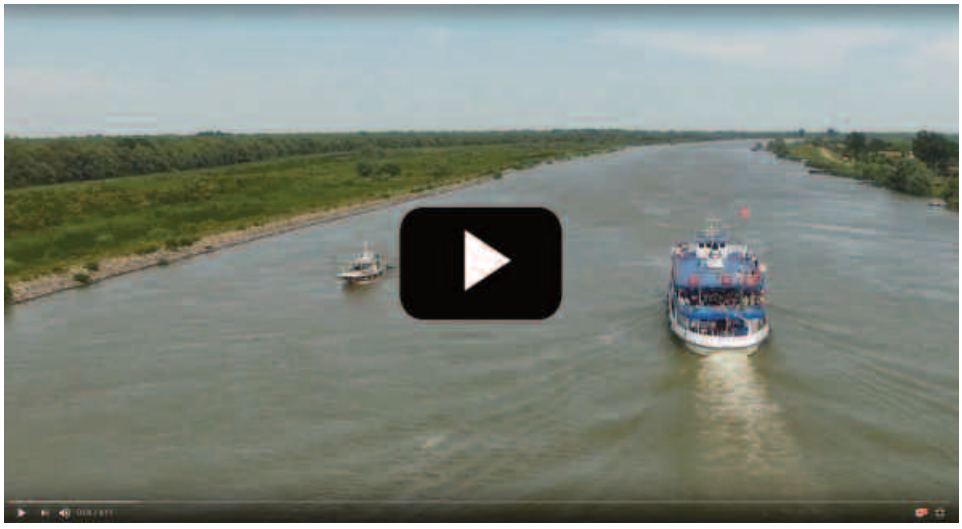
The District of Lea-Artibai represents a microcosm of the coastal Basque regions; an area with many small ports in economic crisis due to heavy industrialisation of the fisheries. The district is thus searching for new economic activity to secure continued regional development; exploitation of the rich coastal landscape and heritage is one key asset. However, the coastal heritage has not yet been understood or analysed holistically, so several municipalities are unaware of all elements that comprise their coastal heritage. At the same time, public investment in heritage preservation and restoration is decreasing and heritage objects are gradually deteriorating. In order to preserve this heritage, the region has to find new ways of raising community awareness of their cultural heritage so that it is valued, respected and well-integrated in development measures.



Tulcea, Romania

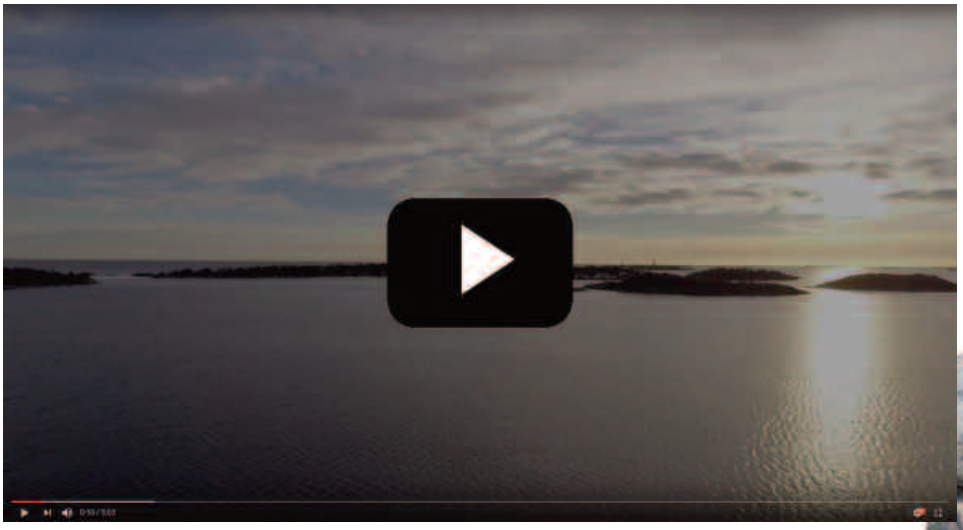
Tulcea County is an emerging regional economy. Since the 19th Century, the Danube has been an important European transport route and today has a status as "Corridor VII" within the European Union. Fisheries have long been of importance in the Danube but has, for the last 50 years, been in constant decline. During the last two decades, the region has gone through massive social and economic changes, leaving place for new types of industries that have far-reaching consequences for the cultural landscape. The modernisation of the economic structure paired with a growing tourism industry exploits the natural and cultural resources of the delta. At the same time the county is facing major development gaps between highly developed areas offering high-quality tourist facilities and peripheral areas lacking basic infrastructure.

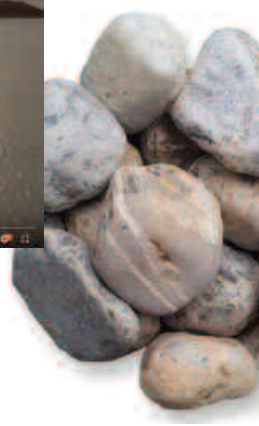
At the same time, heritage management is fragmented between many levels of governance lacking access to financial and professional resource. As a consequence, the heritage of the Danube Delta exhibits an advanced state of degradation which does not allow for a sustainable inclusion the economic cycle, contributing to a negative impact on the quality of the heritage and life of local people and development of local economies.



Vest-Agder, Norway

Along southern Norway's Agder archipelago, there are a number of old trading outports that had their heyday during the Age of Sail when they made extensive maritime traffic possible between Eastern and Western Europe. Once sail was replaced by steam in the late 1800s, these outports lost their economic base, and development came to a halt. The result is a number of authentic townscapes along the coast. Today, the outports are characterised by almost complete depopulation, whilst the surrounding landscape has become highly attractive as a recreation area. As relatively modest townscapes consisting of small wooden houses, these heritage assets are fragile and vulnerable in face of landscape transformation. Responsibility for protection of this heritage is distributed across several levels of public government, involving municipality, county and state, making it difficult to achieve holistic and balanced management. There is a need for consistent and reliable administration of these heritage values, paired with better cooperation across boundaries and within counties.





Castile and León, Spain

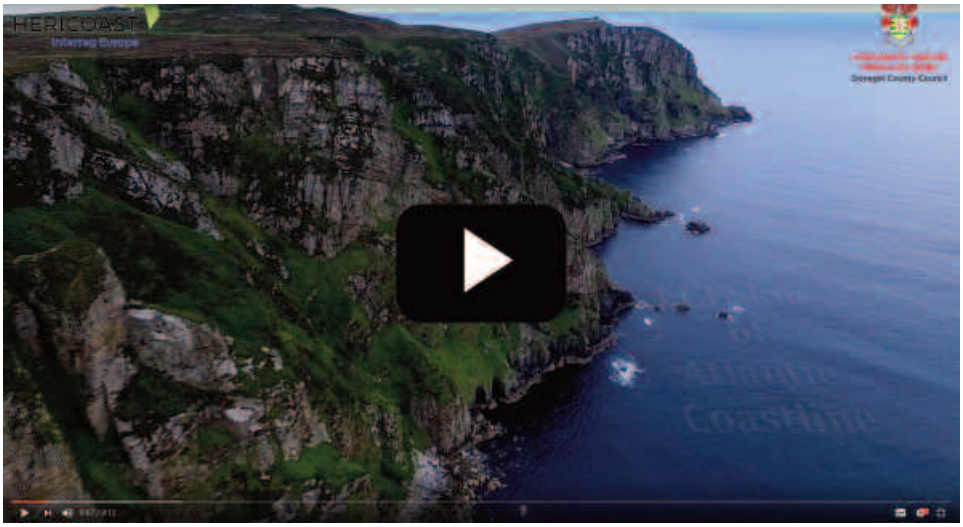
Castile and León is characterised by decreasing agricultural economic activity, ageing and depopulation. The fluvial landscape around the Castile Waterway has historically had a strong relevance in the region. In 1991, the 200-kilometer long Castile waterway was declared a cultural asset as a cultural landscape. The waterway was built between the 18th and 19th centuries as an infrastructure for trade and agrifood products between the inner region and the sea to the north. Over the years, structural changes restricted its use to an irrigation system, water supplier and recreational resource. With these developments, the waterway lost its primary economic functions. As a consequence, it is in poor condition and vulnerable and currently there is widespread concern about this great construction and its surrounding landscape. The regional government has launched several public and private initiatives to promote tourism and improve cultural infrastructure but there is a need to improve coordination of actions between stakeholders and increase efforts to make the management of the entire waterway heritage more efficient.

Molise, Italy

The Molise Region consists mainly of hilly and mountainous terrain and 35km of coastline facing the Adriatic Sea. In the early 1900s the greater economic wealth of the region was centered around the river Biferno and the Adriatic. Over the last 20 years Molise has seen closure of former core industries, combined with a chronic depletion of the fisheries, mainly in the Termoli area. This transformation has created a situation of imbalance, where some areas have experienced a loss of function and depopulation, while others have experienced growth largely driven by seaside tourism. Seaside tourism has shown steady growth in recent years, but involves the concentration of a large number of tourists in small coastal areas like the Termoli and Campomarino municipalities, which causes strong pressure and an increase in land consumption. Due to complexity of the territory comprising history, tradition, agriculture, culture, nature, landscape, industry and handicraft, the Molise Region needs to develop new models of participatory and integrated maritime and fluvial heritage management, achieving a better balance between exploitation and conservation measures and sustainable redevelopment of coastal landscapes in disuse.

Donegal, Ireland

Coastal settlements in Ireland have experienced considerable decline demonstrating social deprivation above national average indicators as compared to their urban counterparts. This is despite their wealth of natural, built and cultural heritage assets as well as their location in a landscape of stunning natural beauty. The region's cultural, historical and built heritage remains an untapped and vulnerable resource in light of holiday home development and growing tourism footprint in and around the coastal settlements. There remains limited appreciation and understanding of the value of cultural heritage informing our sense of place whilst reinforcing community spirit. In this regard, the sensitive and informed preparation of an evidence-based action plan for the sustainable management of this unique cultural land will improve the management of these assets for future enjoyment and learning. The County Council are undertaking innovative techniques for stakeholder input and engagement, for analysing these cultural landscapes and looking for evidence-based solutions to address the problems to manage these areas in an informed manner.



Values of cultural heritage in coastal areas

There is an urgent need to improve the integration of heritage in regional development measures, as the maritime activities and industries are a mayor economic driver for Europe. The blue economy represents roughly '5.4 million jobs and generating a gross added value of almost 500 EUR billion a year'. The *Blue Growth Strategy* (European Union 2012, 2014a, 2017a, 2017b) envisages that this will result in a growing pressure on the use of coastal landscapes.

According to EUROSTAT, coastal regions:

- Cover approx. 41% of the EU population;
- Average population growth 0.2 percentage points more than in the EU as a whole; In 80% of coastal regions, coastal localities accounted for majority of nights spent in tourist accommodation;
- Highest tourism intensity rates often concentrated in popular coastal regions.

(Eurostat, 2011, p. 170, 173; Eurostat, 2015, p. 199, 205)

The EU stresses that the economic, social, cultural and environmental approach to cultural heritage should be based on 'an active involvement of relevant stakeholders in the framework of public action' (European Union, 2014b). Hence, the capacity of coastal and fluvial regions to utilise their cultural heritage as a resource for new development lies in their ability to involve citizens, universities and private businesses in the management of their cultural heritage and landscapes. Planners, policymakers and heritage managers need to involve stakeholders in partnership-based processes in order to foster sustainable development.

Starting from a holistic approach – in line with the EU report on cultural heritage (European Union, 2015) – the HERICOAST partners have been focusing on the value of cultural heritage as strategic resource in the redevelopment of coastal areas in four domains: economic, social, cultural and environmental.

Cultural heritage as catalyst for new economic activities

The socio-economic situation in coastal areas varies greatly across and within the regions, from depopulation and stagnation to growth. This means that each location faces different challenges, which in turn require a range of strategies to achieve a long-term and sustainable development. For areas such as municipalities in the Danube Delta and provinces along the Castile Waterway identified by depopulation and stagnation, the biggest challenge is to retain jobs and attract enough people to these areas to maintain a viable society. Cultural heritage can be a resource when it comes to creating attractive local societies, which in turn can create business opportunities. Amongst others, The World Bank's study (Licciardi and Amirtahmasebi, 2012) shows with multiple examples that investment in heritage assets can create jobs while maintaining the sense of place and uniqueness of a city. One of the important conclusions in this publication is that heritage-related projects contribute to urban liveability, attracting talent, and providing an facilitative environment for job creation. A similar conclusion can be drawn from recent developments in some of the HERICOAST partner regions where cultural heritage has proven to be a strategic asset contributing to smart, sustainable and inclusive economic growth. For example, in the region of Castile and León local and regional authorities transformed their canal and flour factories into several museums and tourist destinations. Somewhat similar to the 'Bilbao-strategy', these new functions developed in collaboration with well-known architects like Rafael Moneo have turned out to be a successful marketing tool

and have put the region on the mental map of tourists. The increase of tourism has created new business opportunities for local entrepreneurs and new jobs for people with different levels of education. But it is not only the more monumental and physical buildings that are the object of policy interventions; take for example the region Lea-Artibai in Spain, where the municipal of Leikeito has drawn up a long-term plan to activate their coastal heritage, with an emphasis on the more intangible dimensions such as handcraft, food and language, in order to use it in tourism context.

Recovery of the navigation of the castile waterway by Benito Arnaiz regional goverment Castile León 2017

Example: Transformation of a canal and industrial building in Castile and León, Spain

The Castile Waterway is an immense hydraulic engineering work that the population long did not appreciate in spite of the economic importance it historically had for the region. Due to regional, provincial, national, and local public interventions and the different associations, the waterway has been able to adapt to new functions with an increasing economic impact in the region, as being one of the most attractive routes for tourists in Castile and León. This transformation is mainly due to the acquisition of the flour factory of San Antonio and the restoration of the navigability of the waterway. The navigability ban was lifted in 1999 and today four electric boats are operating on the waterway, proving that tourism-oriented sailing can be carried out in a respectful way. The rediscovery of the navigability was followed up by the acquisition of the flour factory of San Antonio located next to the dock of the waterway. The factory, which was operating until 1991, has now been converted into a museum as a clear testament to the Industrial Revolution in the Castilian plateau; it received 6,700 visitors in 2017. This transformation from an immense, partly disused and decaying construction has allowed the waterway to offer different leisure, cultural, tourist, sports activities attractive for different types of target groups throughout the year (see also good practice example *Medina de Rioseco* in the chapter 6. *Integrational function of events*). In this transformation process, the ability of the national, regional, provincial, and local governments and associations to cooperate on a strategic level looking at the waterway as a whole, without regard for provincial borders, has been a crucial advantage (see also good practice example *Plan of cultural heritage of Castile and León* in the chapter 4. *Public sector – administration and politicians*).

Village of Ondarroa. Credits: Lea Artibai Development Agency

Example: Lekeitio in the region Lea-Artibai, Spain

The municipality of Lekeito initiated the new project created for the revaluation of heritage, natural and cultural resources. The project had two main target groups: 1) tourists and visitors, and 2) local inhabitants. Based on the extensive involvement of the local population the municipality aims to conserve infrastructures of great historical value and identity, to develop a cultural narrative for tourists and to help the citizens to understand the importance of heritage preservation and involve them in the recovery of their intangible heritage for future generations. The development of the project is being carried out by the council, with technical and political support of the local associations and businesses corporations. With an explicit aim of achieving a social sustainable development the project has had a major focus of seeking consensus amongst different stakeholders. In the part of the project dedicated to recovery of the intangible heritage, the citizen participation has proven to be very successful: out of total population over just over 7,000, more than 400 were involved in collecting traditional songs and recipes; the result was sales of 2,500 traditional songbooks and CDs and 3,000 traditional recipe books.

Cultural heritage as tool to improve social cohesion

To keep a positive focus on cultural heritage and to highlight its potential for regional development, cultural heritage must be rooted in local communities, and therefore in municipal and regional strategies. Many coastal municipalities of southern Norway, for example, have taken the initiative to develop a heritage plan for their own region in order to increase awareness amongst local politicians and civil society. By inviting volunteers to contribute, the municipalities ensure that local

volunteers' tacit knowledge becomes accessible and achieves an increased local interest. The Landscape Character Assessment in Donegal has to some extent a similar approach, but is a methodology for building an evidence-based narrative used to inform landscape-based policies and plans.

Both the character assessment and the heritage plans compiled the knowledge within local communities together with spatial data on environmental protection, infrastructure etc., and in doing so empowered the same communities by raising awareness of the uniqueness of their areas and reinforcing its value and potential to connect these communities with a common thread and at the cross-generational level. This shows how regional and local authorities can increase their understanding of local heritage and at the same time creates a stronger bond between the locals.

Example: Municipal heritage planning and involvement in Agder, Norway

As demonstrated by the local heritage plans in Agder, community involvement allows a richer understanding of the cultural heritage and landscape assets and helps to balance the more scientific views traditionally advocated by the public authorities.

In many of the municipalities, local associations and volunteers play an important role. To maintain public involvement the municipalities are using a variety of mobilisation techniques by involving civil society associations in project groups, mobilising schools for registration work, hosting town hall debates, etc. In the municipality of Lindesnes the planners followed a clear strategy for activating civil society through a series of initiatives involving volunteers both in the development and implementation of the plan. Amongst other things, invitations for a town hall meeting were sent out to specific resource persons together

encouraging them to make presentations of their particular view on important heritage assets. This resulted in 14 statements that were included as part of the evidence for the final heritage plan. Furthermore, the municipality setup a physical map in the town hall for people to mark their heritage assets. In the final adaption of the plan, several of the actions are to be implemented in cooperation with volunteer (for further description of this good practice see chapter 4. *Public sector – administration and politicians).*

Local involvement in heritage planning. Credits Rolf Stein Bergli, Lindesnes Municipality

Example: Seascape Character Assessment in Donegal, Ireland

The coastal landscape in County Donegal is synonymous with the character and identity of the County and inherent in the complex history of the region. The change in use and capacity, informed by increasing visitor numbers, sea levels rising, new and evolving technologies and social and cultural change require sensitive and informed consideration. As demonstrated by the work of Donegal County Council on Seascape Assessment, digital platforms can allow for an easier integration of different sectoral interests and scientific evidence with the perception and values of the local communities.

The Seascape Character Assessment followed the best practice guidance document in referencing the Interreg funded 'Maritime Ireland/Wales Guide to Best Practice for Seascape Assessment' informed by the Historic Landscape Classification process whilst aligning with the National Landscape Strategy for Ireland 2015-2025. In the context of the EU Landscape Convention, which states 'Landscape means an area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors', this process was coupled with extensive site work and collation of various data using a GIS system. This enabled a robust and evidence-based Seascape Character Assessment and description.

As part of this work a Historical Landscape Assessment was carried out by Museum of London Archaeology. To unlock historical narratives amongst the local communities Donegal County Council held a series of events to discuss and get information, developing an app for online submissions but also accepting submissions by e-mail and letter. A significant amount of historical, cultural and community information was gathered through this process, greatly adding to the value and robustness

of the Seascape Character Assessment and Landscape Character Assessment. The digital platform was an innovative and new method of digital consultation that allowed upload of description, image and location of specific sites, and over 200 submissions were received from the public.

One key feature of the methodology is to establish an understanding of how a place is experienced, perceived and valued by the local communities. The digital platform used by Donegal County Council allows for a sound integration of this perspective with the interest of different sectors and scientific disciplines.

(This practise is also described in the chapter 4. *Public sector – administration and politicians)*

Seascape character assessment. Credit Donegal County Council

Cultural heritage as a driver for historical and new cultural narratives

Coastal villages often have characteristic architecture and infrastructure, which reflect the traditional daily life and necessities, crafts and rituals of local fishermen and sailors of the past. All over Europe, these multi-layered historical environments play an important role in the identity of the local community. Renovation or redevelopment of historical buildings and sites – as a physical snapshot of a certain period in time – has proven to be a powerful strategy for reactivating and strengthening the common historical narrative of a region. Some coastal regions have taken the opportunity to add a contemporary narrative as part of the redevelopment of historical buildings and sites. In Romania, for example, the former house of the Avramide family has been transformed into a new cultural hub in the city centre.

Jazz concert at Avramide house. Credit Leonid Artamon and Tulcea County Council

Example: Rehabilitation of heritage building 'Casa Avramide' in Tulcea County, Romania

The Avramide house being one of the most valuable heritage buildings in Tulcea dating back to the 1800s had for a long time a limited use and showed an increasing degree of disrepair. At the

same time the cultural life of Tulcea lacked a scene that could integrate the diversity of user groups and interests. After the rehabilitation in 2009 a new management model was introduced at the Avramide house, which is today a central point for interesting and dynamic cultural events attracting both spectators and art enthusiasts of all generations. The cultural activities of the house have also turned out to serve a need for the growing tourism industry in the county. The house hosts a series of music festivals, creative workshops, and art exhibitions, and is also home to an art-cafe. In these line of activities the Avramide house has an explicit strategy for reaching out to all levels of society. Weekly activities target the senior layer of the community and creative workshops target kids. Art exhibitions are developed thanks to young artists who are given exhibition space free of charge. Different civil society groups are also involved in bringing activities into the house. For example, the old cultural guilds of musicians, actors and singers have found a meeting place in the Avramide house for open discussion on current political, social or historical issues, and NGOs working with youngsters use the house for activities. Lastly, the public schools keep a strong partnership with the house for smaller cultural projects in order to maintain the values of the many minorities that coexist in the city.In this way the Avramide house works as a multifunctional house bringing together all sorts of cultural activities evoking the municipality's need for culture and artistic events.With the development of the cultural activities, the house has also developed as an adequate structure for promoting Tulcea County as a tourist destination, with all its lesser-known localities, by hosting screenings and galleries, events and cultural fairs.The revenues obtained from the rental of exhibition halls, art-café space, and payment by the workshop participants, partly supplement the budget of the unit, with the rest of the financial needs being met by the Tulcea County Council. The amount of these exceptional revenues rises to a maximum of

25% of the total yearly budget.As compared to the years before the rehabilitation, the number of visitors hgas increased considerably. In a county with 90,000 inhabitants, 12,000 visitors a year represent a significant number. Also, the house serves the increasing number of visitors to Tulcea County, which reached 170,000 in 2016.

Cultural heritage as impulse for the quality of life

Especially in coastal growth areas, the local and regional governments should appropriately manage redevelopment plans in order to balance the impact on the social, cultural, environmental and economic domains. For example, in areas with massive competition for space and real estate, the local and regional governments' responsibility should be to balance the impact to safeguard the coastal environment's distinctive character and common accessibility to the sea. In regions such as Molise, with its mass tourism, preserving the coastal heritage is a big challenge. The challenge is to manage tourist flows in such way that they bring economic benefits without degrading the asset (the heritage site itself) or negatively influencing the surrounding environment and communities.

The Life Maestrale project in Molise. Courtesy of University of Molise

Example: The Life Maestrale project in Molise, Italy

The Life Maestrale project in the Molise region of Italy is a good example of how the authorities are working together with the university, the local population and tourists to mitigate the negative effects of human impact and pressures on coastal landscapes and to improve the living conditions for endangered species on coastal Natura 2000 sites. The importance of this approach is highlighted even more, being that a well-preserved area is likely to attract a greater number of tourists, which in turn increases the impact (especially on sandy beaches during the summer).

On the coast of Molise the coastal dune habitats are among the most valuable ecosystem thanks to the presence of high specialized fauna and flora making them part of a number of Natura 2000 sites.

The MAESTRALE project carried out the following specific activities:

1) Valorization, requalification and recovery of prioritised coastal habitats.
2) Protection of the dune scrubs and habitats through boardwalks and bars, and planting of native plants.

3) Dissemination of knowledge on ecosystem services of coastal dunes towards citizens, tourists, policymakers and decision-makers.

An important aspect was to mitigate the low public awareness: citizens and/or tourists are not always aware of the real ecological value and the ecosystem functions that sand dunes provide. The consequences of unsuitable behaviours cause diffuse degradation, threatening the integrity of coastal dune habitats, flora and fauna, and touristic attractiveness.

Through implementation of an environmental education program and the creation of didactic laboratories, the project aimed to increase public awareness of the environmental heritage of the Molise coast and improve the management by sharing good practices with local administrators and stakeholders.

Currently the Molise Region is collaborating with the University of Molise Bioscience and Territory Department developing the Management Plans for the Natura 2000 coastal areas. The plan will outline the activities that allow the coexistence of different environments along the coast: natural habitats, human tourist

activities, economic activities, and port area. The development of the plan will involves the following actors: the Molise Region (central management authority); the University of Molise (technical and scientific authority); economic stakeholders; environmental associations; citizens and tourists.

Conclusion

Coastal communities and landscapes are an important element of Europe's cultural history. They have always been connected with interactions between land and sea and across seas. Developments along the coast and in small harbours have meant that coastal areas are no longer appreciated primarily for their production and economic surplus. Instead, traditional coastal environments are very often an important factor for the local population's sense of identity, and valued for their beautiful landscape and recreational potential. If properly managed, these historical landscapes can be a strategic resource in the process of developing the areas into attractive regions where a high-quality daily life and high-quality tourism and other business opportunities go hand in hand. In order to succeed, it will be crucial to have a long-term and integrated regional planning perspective. Besides this, it will be important to convey the story and culture with great creativity so that we create engagement in the population and especially in the younger generation, to keep the common history alive.

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CHAPTER 3

EVIDENCE-BASED, MORE STAKEHOLDER-CENTERED REGIONAL POLICY DEVELOPMENT

EVIDENCE-BASED, MORE STAKEHOLDER-CENTERED REGIONAL POLICY DEVELOPMENT

Dirk Gotzmann, Civilscape

The partner regions of the HERICOAST project identified the need to reshape regional policy development processes to meet current challenges in spatial planning and to improve cultural heritage policies on the regional and local levels. Within the project, each partner has outlined their own specific challenges that need to be answered with a regional action plan and its implementation. This requires new ways of policymaking, of which stakeholder-centred regional policy development seems to be most promising in the perspective of this project. It aims at engaging various stakeholders – public administrations and politicians, economic stakeholders and entrepreneurs and civil society organisations – in order to improve the policy process itself, but also to ensure their active involvement in the follow-up action plan. Furthermore, it can help to increase the acceptance for both the policy and the action plan.

This new approach did not arise out of nowhere. President of the European Commission Jean-Claude Juncker has called for a joint effort to increase jobs and economic growth for Europe. Addressing the European Parliament, Juncker has stressed the need for much more public-private partnership involving economic stakeholders, combining public and private investments and in the end the obvious need to win

broader public awareness and acceptance for such a policy. The outcome of the BREXIT referendum has in this context triggered policymakers on all levels to seek new forms of engagement and involvement of relevant actors. What we see on the European level is analogous to the changing environment for regional policy development on the regional and local level.

Policy cycle

Public policymaking is a continuous process that has many feedback loops. Verification and programme evaluation are essential to the functioning of this system (Thei, 2010). The regional policy development in the partner regions targets one policy cycle during the project duration, but its design makes reference to how the process will continue through the next cycle. This can be done in the form of mid-term reviews or a full evaluation and review leading to the next policy cycle that reformulates policies and the implementation through action plans.

In political science, the policy cycle is a tool used for the analysing of the development of a policy item. In practice with the HERICOAST regions, the regional policy development can be described in certain stages of the cycle following James E. Anderson in his work *Public Policy-Making* (1974):

I Agenda setting – The recognition of a certain subject as a problem demanding further governmental attention. In the HERICOAST project, this has been mainly done by each partner region at the beginning of the project (see also description of the regional snapshots from Hericoast partner regions in the chapter 2. *Taking a coastal heritage approach)*. From the stakeholder processes in some regions, the feedback was used to shape the agenda-setting where needed.

II Policy Formulation – Involves exploring a variety of options or alternative courses of action available for addressing the problem. (appraisal, dialogue, formulation, and consolidation)

III Decision-making – The regional government decides on an ultimate course of action, whether to perpetuate the policy status quo or alter it. (decision could be 'positive', 'negative', or 'no-action')

IV Implementation – The ultimate decision made earlier will be put into practice.

V Evaluation – Assesses the effectiveness of a public policy in terms of its perceived intentions and results. Policy actors attempt to determine whether the course of action is a success or failure by examining its impact and outcomes.

More recently, the changes necessary to achieve progress towards multilevel governance have been a more stakeholder-centred and evidence-based approach to policies. Involving different types of stakeholders in deep and long-term relationships has an influence on the stages of the regional policy cycle.

Going through such a policy cycle, the outcome will be defined in a set of documents which, as central documents, bring all relevant information of the process together.

Policy documents

Policies are typically promulgated through official written documents. Such documents often have standard formats that are particular to the organisation issuing the policy and the geographical context. Of course, this differs among the partner regions in the HERICOAST project. Furthermore, when involving new stakeholder groups in a more intense way, such documents have to address needs of readability for these groups. It makes a difference to write a document for administrative

purpose and sharing it with political decision-makers in a certain policy field like cultural heritage. While such formats differ in form, policy documents usually contain certain standard components including:

- A **purpose statement**, outlining why the organisation is issuing the policy, and what its desired effect or outcome of the policy should be. In HERICOAST this purpose has already been defined from the very beginning by the regions involved. Through the process, the purpose might see some changes or amendments agreed with the stakeholders along the way.
- An **applicability and scope statement**, describing who the policy affects and which actions are impacted by the policy. The applicability and scope may expressly exclude certain people, organisations, or actions from the policy requirements. They are used to focusing the policy on only the desired targets, and avoiding unintended consequences where possible.

  In the HERICOAST project stakeholder groups are relevant, and regarding the applicability and scope they are expressively included. If it is not possible to include all stakeholders or address issues in full, the policy documents might have to mention this clearly.
- An **effective date** which indicates when the policy comes into force.
- A **responsibilities section**, indicating which parties and organisations are responsible for carrying out individual policy statements. Many policies may require the establishment of some ongoing function or action. Responsibilities often include identification of any relevant oversight and/or governance structures.

- **Policy statements** indicating the specific regulations, requirements, or modifications to organisational behaviour that the policy is creating. Policy statements are extremely diverse depending on

the organisation and intent, and may take almost any form. As additional stakeholder groups are involved, it becomes essential to formulate the policy statement more inclusively, with regard to a common language between the stakeholder groups and in the end with regard to the expected involvement of actors.

For good reason, policy documents emerging from a stakeholder-centred policy development should contain additional sections to define the common sights and ground of operation among the stakeholders, including:

- **Background**, indicating any reasons, history, and intent that led to the creation of the policy, which may be listed as motivating factors. This information is often quite valuable when policies must be evaluated or used in ambiguous situations. In the HERICOAST project the partner regions have to a certain extent involved stakeholders early, in their territorial analysis, or have asked them for feedback to re-shape it. According to the European Landscape Convention, landscape is defined by the perception of the people. This means, when translated to stakeholder groups, that these can have different perceptions that nonetheless combine to form a common view on landscape in the dialogue process. Therefore, territorial analysis should involve stakeholders in the characterisation and analysis of the change processes and the threats and challenges that effect these changes.
- **Definitions**, providing clear and unambiguous definitions for terms and concepts found in the policy document. Having a common language is quite crucial for a longer-lasting process of regional policy development. In these, the definitions of landscape characteristics and cultural heritage issues should be included to provide a common ground among the stakeholders. It is also helpful to use an easy-to-understand language and explanations for technical or administrative terms where necessary.

Documentation is critical as it becomes more important in involving stakeholders from other administrative sectors or private stakeholders. The rise of participatory public policy, which is described in the following section, makes the need to rely on common references provided by such documents self-evident.

Some projects have successfully used an excerpt of such documents, like a postcard set with pictures illustrating important aspects of the document combined with brief general information. Other projects start with a very short videos of someone explaining the content of such documents using infographics and other illustrations.

Towards evidence-based policymaking

Evidence-based policy is a term often applied in multiple fields of public policy to refer to situations whereby policy decisions are informed by rigorously established objective evidence. Underlying many of the calls for 'evidence-based policy' is often a (stated or unstated) concern for faithfulness to scientific good practice, reflecting the belief that social goals are best served when scientific evidence is used rigorously and comprehensively to inform decisions, rather than in a piecemeal, manipulated, or cherry-picked manner.

The chapter 2. *Taking the costal heritage approach* demonstrates that traditional coastal environments are very often an important factor for the local population's sense of identity, and valued for their beautiful landscape and recreational potential. If properly managed, these historical landscapes can be a strategic resource in the process of developing the areas into attractive regions where a high quality of daily life and high-quality tourism and other business opportunities go hand in hand. In order to succeed, it is crucial to have a long-term and integrated regional planning perspective. Besides this, it is important that we convey the story and culture with great creativity so that we

create engagement in the population and especially in the younger generation, to keep the common history alive.

The HERICOAST project has now looked at how these can be proven and used for evidence-based policymaking. The starting point for the further analysis and design of the policy was the widely recognised study *Cultural Heritage Counts for Europe*. It was made up of a consortium of partners from Belgium, the Netherlands, Poland and the United Kingdom, and the data in the various studies analysed in the study covers most of Europe. Tibor Navracsics, the responsible European Commissioner for Education, Culture, Youth and Sport, at the launch of the CHCFE's final report, said 'All available evidence confirms that heritage is a strategic resource for a sustainable Europe. We need to enhance our policy action at all levels. It is time to develop a truly integrated approach to heritage, maximising the impact of heritage policies on the local economy and society.'

Cultural Heritage Counts for Europe had the ambition to present solid and persuasive arguments for **convincing policymakers and decision-makers of the impact and multiple benefits of investing in European heritage** with a mapping of existing evidence-based research at the European, national, regional, local and/or sectoral levels. In this way the study analysed what on a regional scale would also be relevant for evidence-based policymaking for cultural heritage.

The *Cultural Heritage Counts for Europe* project produced a nearly **300-page report** that provides compelling evidence of the value of cultural heritage. It provided a huge number of examples that have been studied and which are accessible. Taking a closer look on this wide spectrum, it is a useful resource for inspiration and ideas for new projects. Furthermore, the study shows how the impact of cultural heritage policy can be measured and provides evidence for further actions. In addition to the key findings and strategic recommendations, the report provides a snapshot of the currently available and accessible data within EU Member States on the wide-ranging impacts of cultural heritage in

Europe. It includes a wide overview of methodologies that can be used in this context. The study in itself is a huge resource for academics, practitioners and policymakers and is used for the work with the various stakeholders in HERICOAST. The study shows the impact on the four domains **economy**, **culture**, **society** and the **environment**. 'If we only measure economic or socio-economic impact we aren't capturing the total impact. If we don't measure economic, social, cultural and environmental impact simultaneously, we aren't doing justice to our efforts and that has a knock-on effect for policymakers,' said Kate Pugh, Chief Executive of the Heritage Alliance and member of the CHFCE Steering Committee. This approach extends not only the holistic approach of sustainability with culture, but further it allows an impact assessment on different domains addressing the various stakeholders' perspectives. The HERICOAST partners take much of this holistic approach into account for their policy development.

Key findings of the project show how adopting a **holistic approach** offers added value when measuring the impact of cultural heritage on **employment**, **identity**, **regional attractiveness**, **creativity & innovation**, **economic contribution**, **climate change**, **quality of life**, **education & lifelong learning** and **social cohesion**. There is evidence about the impact of cultural heritage on this wide spectrum of policy fields that calls for a more holistic policy development, reaching out across different sectoral administrations. These increase the number of public stakeholders, as will be discussed in the chapter about this stakeholder group.

In the report's Executive Summary and Strategic Recommendations, the project's Steering Committee calls for the elaboration of specific '**heritage indicators**' to facilitate and improve the collection of cultural statistics which are key to supporting policymakers in evidence-based policymaking; for the **holistic impact assessment** to be conducted as a requirement in all EU-funded heritage projects to better measure impact and monitor trends over a longer period of time. The Steering

Committee also asks EU Institutions and its Member States at all levels of governance **to integrate the care, protection and proper use of heritage in all related policies, programmes and actions and to include all stakeholders and civil society in developing strategies and policies for cultural heritage**. Last but not least, it calls for the **recognition of the positive contribution of heritage to regional and local sustainable development** in the context of the mid-term review of the Structural Funds (in 2016-2017) and the preparation for the next generation of Structural Funds beyond 2020.

The project partner tried to figure out how far it is possible to implement this holistic idea in the partner regions. The chapter on Public stakeholders explores how this suggestion can be practically integrated in to regional policymaking in a multilevel governance context.

In the action plans the implementation of a regional and local heritage indicator system plays an important role. The later development of the regional action plans is intended to integrate the heritage indicators and the impact assessment right from the beginning in design of each action. This will ensure that during the action the evidence can be monitored and used for fine-tuning the action, but also to evaluate the outcome in the end. Instead of measuring the impact end of the pipe, this integrated design approach will support the evidence-based policymaking right from the design of the actions.

The rise of participatory public policy

The way in which our society governs itself has undergone a quiet revolution over the last two decades. Society is in the midst of a paradigm shift from what is known as a 'government' paradigm to what is being called a 'governance' paradigm. Creating a new public policy or reforming it is a central part of the HERICOAST project.

In general, public policymaking can be characterised as a dynamic, complex, and interactive system through which public problems are identified and countered by creating new public policy or reforming existing public policy (John, 1998).

Governance in general relates to 'the processes of interaction and decision-making among the actors involved in a collective problem that leads to the creation, reinforcement, or reproduction of social norms and institutions' (Hufty, 2011). Today the governance in most European countries tends to be more participatory than it has been in the past, to win more acceptance and broad support of public policies.

Participatory governance focuses on deepening democratic engagement through the participation of citizens in the processes of policymaking with the state. The idea is that citizens should play a more direct role in public decision-making or at least engage more deeply with political issues. Government officials should also be responsive to this kind of engagement. In practice, participatory governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement (Institute of Development Studies, 2006).

This has to take into account the fact that mass communications and technological changes such as the widespread availability of the internet have made the public policy system more complex and interconnected (Schramm, 165). Besides the current focus on participatory processes and the changed communication environment, governance has also shifted towards more evidence-based policymaking. The changes pose new challenges to the current public policy systems, and pressure leaders to evolve to remain effective and efficient (Thei, 2010).

Towards a stakeholder-centred regional policymaking

The basic idea is not new: quite early on, companies began to introduce customer-centred approaches taking into consideration the fact that the customer views might differ from the producer's perception.

'Customer-centred approach' is a term used to describe actions taken by a business to support its sales and service staff in considering client needs and satisfying their major priorities. Business strategies that reflect a customer-centred approach include: developing a quality product appreciated by customers or responding promptly and respectfully to customer complaints and product queries.[1]

Over the last two decades this idea has been adapted for various settings like community management and urban & regional planning. One of the things the HERICOAST partners did was put the stakeholder groups in the centre of their policy development design. This leads to a **co-creationional approach,** which is a crucial topic addressed within HERICOAST. This approach includes the practice where different stakeholders with different expertise come together collaboratively to create future-oriented perspectives and enrich regional policies for cultural heritage. Co-creation could be a design concept that spans the problem definition, through policy formulation, to the implementation of concrete actions on the ground. 'A co-creative approach that is firmly rooted in cultural heritage institutions can potentially change the way that heritage is curated, presented, digitised and shared, involving specific experts, specific communities and specific target groups to address a topic or a collection together. By working in an equal partnership, where personal expertise is recognised and valued and where people meet each other and share ideas through creating something together, unexpected outcomes can emerge. More importantly, **ownership is created and the exhibition, campaign or programme is closely connected with the stakeholders and reflects a broader story than just the viewpoint of the cultural heritage professional.**' (RICHES 2015).

[1] http://www.businessdictionary.com/definition/customer-centered.html

A very important outcome or effect of co-creation is **that a cultural heritage work may become more embedded within the communities it is trying to reach**. Working co-creatively can enable cultural heritage institutions to build a relationship with their local communities, new visitors, younger people or people from diverse cultural backgrounds.

A co-creation process can help public administration to '**find a connection between groups that would normally not collaborate**; **raise awareness and sensitivity towards important issues with certain groups**; **create a safe space for sharing**; **create a common understanding**; **enable the creation of more layered and nuanced exhibitions and events**; **build relationships between groups that exist well beyond the scope of a project**.' (RICHES 2015)

Stakeholder refers to 'an individual, group, or organisation, who may affect, be affected by, or perceive itself to be affected by a decision, activity, or outcome of a project'(Project Management Institute 2013). ISO 21500[2] uses a similar definition. In HERICOAST we apply this definition to stakeholders from the public and private sector. The responsible administration and legislators are stakeholders.

Following this idea of value creation by engaging with stakeholders, a new approach for landscape planning, management and protection was defined 2000 with the European Landscape Convention. A stakeholder-centred policy process takes into account that actor groups might enrich the participatory processes and add value on the economic, cultural, social and environmental levels (see evidence-based policymaking, above) with different perspectives and priorities that have to be taken in account for joint actions in this field.

When changing governance towards a stakeholder-centred approach, it becomes obvious that a coherent opinion or view will not emerge

[2] https://en.wikipedia.org/wiki/ISO_21500

automatically; this in contrast to a conventional policymaking process in which an administrative body, following its own professional views and manners, formulates a draft for a political decision. What was mainly a dialogue between two parties of the public sector, namely executive (administration) and legislative (lawmakers, politicians), has transformed in multi-party dialogues involving the private sector.

Stakeholder management

Stakeholder management is a critical component of the successful delivery of regional policy development and implementation, especially when it aims to be stakeholder-centred. Efficient stakeholder management creates positive relationships with stakeholders through the appropriate management of their expectations and agreed objectives. Stakeholder management is a process and control that must be planned and guided by underlying principles and interfacing with certain aspects. Therefore, it is necessary to focus while looking at the different stakeholder groups on the following operational aspects:

- **Stakeholder Identification**: How can stakeholders be identified, recognised and acknowledged? How can their influence and interest be determined?
- **Prioritise Your Stakeholders**: Who are high-power, interested people: these are the people you must fully engage and make the greatest efforts to satisfy. Who are high-power, less interested people: put enough work in with these people to keep them satisfied, but not so much that they become bored with your message. Who are low-power, interested people: keep these people adequately informed, and talk to them to ensure that no major issues are arising. These people can often be very helpful with the detail of your project. Who are low-power, less interested people: again, monitor these people, but do not bore them with excessive communication.

- **Understanding Your Key Stakeholders**: What motivates them most of all? What financial or emotional interest do they have in the outcome of your work? Is it positive or negative? What information do they want from you? How do they want to receive information from you? What is the best way of communicating your message to them? What is their current opinion of your work? Is it based on good information? Who influences their opinions generally, and who influences their opinion of you? Do some of these influencers become important stakeholders in their own right as a result?
- **Stakeholder communication**: How can we ensure communication engenders mutual understanding and binding conclusions between the groups? How can we ensure that through storytelling all groups have the same narrative about the issue they are jointly working on.? How can an appropriate communication and management plan be established?
- **Stakeholder knowledge transfer**: How can we enable knowledge transfer between the stakeholder groups and the domains they are closer to? Mutual understanding means ensuring inclusive knowledge transfer, and that might also open new perspectives and solutions in this context.
- **Stakeholder engagement**: How can stakeholders be kept influencing and engaging? How can we create a stakeholder platform that is able to integrate all three stakeholder groups and their needs in the participatory process of regional policy development? A reliable structure, like landscape observatories, brings stakeholders together in a long-term engagement. Things like these are platforms that can contribute to the different stages of the policy cycle.

For discussion of the aspects and needs of different stakeholders groups see the chapter 5. *Private sector – profit and non-profit.*

For discussion how events can be used to have an event-based programming of joint actions involving the different stakeholders and reaching a wider public, see the chapter 6. *Integrational function of events.*

The Charter for Multi-level Governance in Europe

Political scientists Liesbet Hooghe and Gary Marks developed the concept of multilevel governance in the early 1990s and since then have been contributing to the research programme in a series of articles (Piattoni 2009).

It took some time going from theory to practise, but on 3 April 2014 the Committee of the Regions adopted a Charter for Multilevel Governance calling on public authorities of all levels of governance to use and promote multi-level governance in their future undertakings.[3] Most of the HERICOAST partners have indirectly signed the Charter through CPMR (the Conference of Peripheral Maritime Regions of Europe), as have the Conference of Italian Regions and Autonomous Provinces, the Asociația Comunelor din România, and the Basque Government.

In general the Charter is open for signature to the following parties:

- All European Union local and regional authorities;
- European and national associations of local and regional authorities, as well as local and regional authorities' networks are invited to formally endorse the Charter by officially committing to multilevel governance principles;
- National and European political figures wishing to back up the Charter are also invited to declare their support[4];

[3] Committee of the Regions. Charter for Multilevel Governance in Europe. www.cor.europa.eu.

[4] Committee of the Regions. Charter for Multilevel Governance in Europe. New Europe. Retrieved 3 April 2014.

Therefore, the number of regions implementing the Charter is growing. It gives a good orientation together with related documents about the horizontal and vertical integration. Regions that want to use the HERICOAST toolbox are encouraged to take a closer look. The chapter 4. *Public sector - administrations and politicians* will provide further information about the vertical and horizontal dimension of multi-level governance.

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CHAPTER 4

PUBLIC SECTOR – ADMINISTRATIONS AND POLITICIANS

PUBLIC SECTOR – ADMINISTRATIONS AND POLITICIANS

As outlined in the chapter *Evidence-based, more stakeholder-centered regional policy development*, policy development is a complex process that involves both a vertical and a horizontal level. Local and regional governments have a specific role in this context that is closely related to the new approaches to multi-level governance, evidence-based policies and stakeholder involvement. A shared concern amongst the HERICOAST partners has been developing an approach to these themes in order to have a positive impact on the local and regional government's ability to foster economic development, environmental sustainability, cultural activities and social cohesion. Grounded in the good practises from different HERICOAST partners this chapter outlines some of the important elements in these policymaking processes. It presents strategies for coordination of actions and knowledge exchange, both vertically and horizontally. The 'vertical' dimension refers to the linkages between higher and lower levels of government, including their institutional, financial, and informational aspects. Here, local capacity-building and incentives for effectiveness of subnational levels of government are crucial issues for improving the quality and coherence of public policy. The 'horizontal' dimension refers to cooperation arrangements between regions or between municipalities.

These agreements are increasingly common as a means by which to improve the effectiveness of local public service delivery and implementation of development strategies.

Implementing high-scale strategic policies at local level

A key aspect of multi-level governance is how high-scale strategic policies work to coordinate the action between different levels of public governance in a vertical dimension from the international to the national, regional and local levels. Usually high-scale strategic policies are depicted as a one-way street where the policy departs from the state and trickles down through the regions and municipalities to the public at the end. However, the experiences of the HERICOAST partners with the implementation of the wider policy frameworks – such as European Landscape Convention and the various Regional Operational Programmes following the EU Structural Funds – show that the actual planning situation is far more complex than this.

The European Union: Multilevel Governance in Practise

Within the European Union nearly 95,000 local and regional authorities currently have significant powers in key sectors such as education, the environment, economic development, town and country planning, transport, public services and social policies. These local and regional authorities implement nearly 70% of EU legislation. They help ensure the exercise of European democracy and citizenship. Special rights and competences for regions, cities and communities are supposed to enable and preserve diversity of governance at the local and regional level.[1]

[1] Van den Brande and Delebarre. 'Committee of the Regions' White Paper on Multilevel Governance (PDF). Committee of the Regions.

By thinking beyond traditional EU/Member State relations, the EU multi-level governance concept further strengthens regional and transnational cooperation. In a broader sense, this concept also includes the participation of non-state players like economic and social partners and civil society in the decision-making process of all levels of governance (thus taking up the vertical and horizontal dimensions of multilevel governance).

The Treaty of Lisbon represents an important step towards institutional recognition of multi-level governance in the way the European Union operates. It strengthens the competences and influence of local and regional authorities in the Community decision-making process, giving roles to national (and regional) parliaments and the Committee of the Regions, and enshrines the territorial dimension of the European Union, notably territorial cohesion as part of the process of European integration.

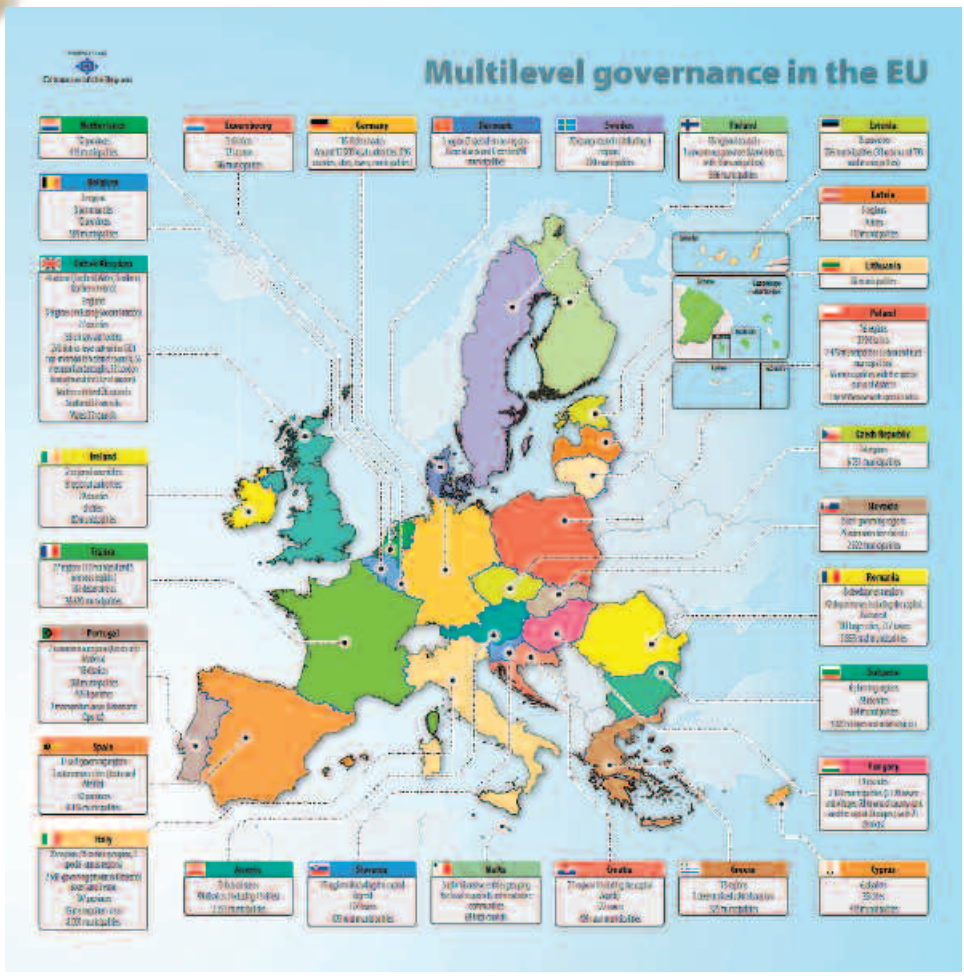
The Committee of the Regions has established a system to monitor the compliance with the subsidiarity throughout the whole EU policy and lawmaking process.[2]

Nevertheless, multi-level governance within the EU is a dynamic and ongoing process. On 16 June 2009 the Committee of the Regions adopted a White Paper on multi-level governance which recommended specific mechanisms and instruments for stimulating all stages of the European decision-making process.[3]

[2] 'Committee of the Regions: Subsidiarity Monitoring Network'. www.cor.europa.eu. Committee of the Regions. Retrieved 19 January 2018.

[3] Van den Brande, Luc; Delebarre, Michel. 'The Committee of the Regions' White Paper on Multi-level Governance (PDF). www.cor.europa.eu. Committee of the Regions.

Multilevel governance in the EU[4]



Three implementation instruments

The implementation of policies between different levels of government can be organised in many ways allowing local and regional authorities different degrees of flexibility. Three different ways of coordinating

[4] http://cor.europa.eu/en/welcome/PublishingImages/multilevel%20governance.png

different levels of public authorities are relevant in this regard (Bukve, 2012, p. 149):

a) *A prescriptive hierarchical control based on legal binding jurisdictions.* This includes such functions as planning, organising, directing and controlling the implementation of a given policy. Such jurisdictions are normally used to define expected results for different policy sectors and prescribe the responsibility of different institutions. As a control measure, this requires a formal legal authority. The challenge is to find the appropriate level of detail as it sets different limits for how the implementation of such policy measures can be organised and adapted to local needs. Some countries still use development plans this way, depending on their legal frameworks for territorial planning.

b) *A performance management based on the monitoring of indicators.* This allows an assessment of whether the integration of the policy is being carried out satisfactorily or if corrective action is necessary before any decision is made. The information that indicators can provide facilitates decision-making and the effectiveness of the policy integration process to be judged. The challenge is to find appropriate indicators for the expected result and an efficient way to carry out the monitoring. It is useful to connect the indicators with those used for the evidence-based policymaking approach.

c) *Voluntary agreements based on consultations with stakeholders.* To do this, all relevant stakeholders should be included in this process, since it has become a task for all, not only experts, to participate in the search for acceptable solutions. A common challenge is to provide the appropriate information, so that all who decide to participate do so in a free and informed way. Voluntary agreements might prove to be beneficial in terms of efficiency of governance, as these can provide a high degree of local legitimacy. By developing cohesive arrangements built on best practices, one might be able to reduce number of conflicts. The implementation of the European Landscape

Convention is using 'charters' as a voluntary agreement between public and private stakeholders. These are jointly developed in a policymaking process and agreed between the stakeholders in the end. Often these are used in combination with an implementation that is based on monitoring selected indicators.

Each of these ways of coordination has its own benefits, challenges and requirements, and they can be combined in various ways. As demonstrated by the example of Castile and León in Spain, the National Plan for Cultural Landscapes implied a prescriptive policy measure demanding the regions manage their cultural landscape in accordance with the European Landscape Convention (2000). The National Plan allowed the region to implement the policy through the development of their own Plan for Cultural Heritage. This latter plan was developed through an extensive dialogue with local provinces and municipalities together with public-private consultation in order to assess the specific challenges, needs and priorities of the region. In this regard, the regional government achieved a strong linkage between the national plan and the local priorities. This allowed future policy measures to be aligned with their priorities. This illustrates how the specific implementation of high-scale policies should be derived from a careful analysis of the regional context and the specific field of policy at hand in order to enhance the local and regional political priorities.

Example: Plan of the Cultural Heritage of Castile and León region, Spain

Castile and León is a region in which cultural heritage is an essential value for identity and constitutes a resource for economic and social development. The Plan of the Cultural Heritage of Castile and León is an open and transversal document in accordance with the specifications of the National Plan of Cultural Landscapes that integrates aspects defined in the

European Convention of the Landscape, as well as the objectives of the Plan of Cultural and Creative Industries of Castile and Leónn 2013-2016, the Strategic Plan of Tourism (2014-2018), and objectives, priorities and programs of the Regional Strategy for Research and Innovation for a Smart Specialisation (RIS3) of Castile and León 2014-2020. The plan incorporates a perception of cultural assets based on the participation of civil society and stakeholders. Its proposals are guidelines for action, not only for public administration but also for the stakeholders such as institutions, entities and agents involved in heritage management. The phase of drafting of the Plan relied on previous enquiries to Cultural institutions, Regional public authorities from the sectors of Education, Economy, Employment, Environment, Development, Foreign Affairs, Health and Equal Opportunities, businesses, professionals, relevant experts and political groups represented in the Regional Parliament. Also, during the drafting phase the Plan could be debated and completed with the opinions of citizens thanks to the Open Government participation tool available on the institutional website, which regulates citizen participation, where information on the processes that affect the general interest of the Community are published, considered and answered individually through the institutional website.Finally, both civil society and stakeholders are participating in the phase of implementation of the different programs through cooperation and agreements. The direct investment planned for the implementation of programmes and actions of the plan amounts to over €102 million. The plan offers an interesting integration of different policies into a unique plan. In this way, the plan works as a way to come to an understanding with public authorities from different sectors, cultural institutions and civil society in order to assess the specific challenges, needs and priorities of the region. Evidence of success includes the ongoing actions promoted and implemented directly by the Regional Ministry for Culture and

Tourism or coordinated with other institutions, owners and managers of cultural heritage. These have included 11 cultural projects, 5 technical sessions on risk prevention on cultural heritage, 2 training sessions and 17 inventories and catalogues updated, 17 exhibitions, 7 documentaries, 2 Biennials of heritage restoration and management, and restoration works with a total of 442 actions with an investment over 26M€. (see also good practise example *Transformation of a canal and industrial building in Castile and León* in the chapter 2.

Taking a coastal heritage approach and *Medina de Rioseco* in the chapter 6. *Integrational function of events*)

Plan of cultural heritage in Castile and León. Credits Regional Government of Castile and León

Building evidence-based policies on the basis of horizontal knowledge exchange between different sectors and disciplines

As mentioned in the introduction, a common trend in policy development is the emphasis on building evidence-based policies. In the context of local and regional government, a particular challenge is to manage different and often conflicting evidence between different policy sectors on a horizontal level. The analysis of the territorial context in the HERICOAST partner regions (see the chapter 2. *Taking a coastal heritage approach)* shows that a common feature in the management of coastal landscapes is the conflict between the recreational use of the coast, the exploitation of natural resources for fishing or energy, and the preservation of biodiversity and cultural heritage. For example, coastal tourism development in the Molise region in recent years has led to a growing concern about the potential negative impact on the natural environment of unfettered human use. Hence, the increasing demand on our natural resources and the increasing number of visitors enjoying the coastal landscapes is likely to lead to conflict among different uses and sectoral policies. An increasing number of international strategic policies recognise the value of an integrated approach and the need to plan policy that highlights this challenge, this referring in particular to The European Landscape Convention, European Union policies on coastal zones and maritime areas such as the 'Integrated Coastal Zone Management ICZM' (EU 2002) and the 'Establishing a framework for maritime spatial planning' (EU 2014).

Hence, a second key aspect in local and regional policy development is to clarify to what extent their evidence is based on an integrated cross-sectoral approach. The challenge is that such an approach requires both extensive research and an informed comprehensive knowledge base of the subject area. This means an engagement of a diversity of disciplines at local and regional government level.

For many regions, different digital tools for spatial planning help with the storing and gathering of different types of knowledge and data. Such platforms support the development of inter-sectoral and integrated approaches. Using these tools helps to consider the different needs and opportunities of a variety of users of the marine and coastal areas. In this way, spatial planning policymaker processes become evidence-based on a detailed assessment of the given geographical characteristics of the area through the following actions (loosely adapted from the best practise guidance document developed by *the Interreg funded Maritime Ireland/Wales Guide to Best Practice for Seascape Assessment)*:

- Identification of the geographic area into designated units;
- The assessment of data within each unit at various timelines, such as GIS analysis of existing spatial data identifying significant characteristics, historic reference, constraints and opportunities of land and sea, visual analysis, desktop research, etc.;
- The data should be informed by public consultation and stakeholder engagement. This data collection can be ordinate via digital interactive mapping encouraging digital submissions, or localised to a geographical point to which submissions and photographs could be attached, also allowing for scheduled and facilitated public drop-in events, etc.

Donegal County Council has adapted the Seascape Assessment to their regional digital platform where it helps accumulating different types of knowledge making it easier for different sectors to share the evidence bases. This helps Donegal County Council to consider the evidence-based platform and thereby define the change in use as it is dictated by tourist visitors, sea level rises, new technologies, and social and cultural change.

Such an integrated approach to spatial planning allows for the allocation of space in a more efficient, effective, and equitable manner,

mitigating against decision-making on a single sector base, which is prone to producing unsustainable and often inappropriate development. It will provide the different sectors with a forum of informed knowledge exchange from which to inform future intervention and assess the opportunities and synergies between the various sectors. The development of such a knowledge base should be an ongoing engagement that improves our understanding and consideration of the cumulative and combined effects between a range of activities and the environment along the coastal region.

Example: Seascape Character Assessment of County Donegal, Ireland

The coastal landscape in County Donegal is synonymous with the character and identity of the County and inherent in the complex history of the region. The changes in use and capacity, defined by increasing visitor numbers, sea levels rising, new and evolving technologies and social and cultural change require sensitive and informed consideration. As demonstrated by the work of Donegal County Council on Seascape Assessment, digital platforms can allow for an easier integration of different sectoral interests and scientific evidence with the perception and values of the local communities.

The Seascape Character Assessment followed the best practice guidance document in referencing the Interreg funded 'Maritime Ireland/Wales Guide to Best Practice for Seascape Assessment' informed by the Historic Landscape Classification process whilst aligning with the National Landscape Strategy for Ireland 2015-2025. In the context of the EU Landscape Convention, which states 'Landscape means an area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors', this process was coupled with extensive

site work and collation of various data using a GIS system. This enabled a robust and evidence-based Seascape Character Assessment and description.

As part of this work a Historical Landscape Assessment was carried out by Museum of London Archaeology. To unlock historical narratives amongst the local communities Donegal County Council held a series of events to discuss and get information, developing an app for online submissions but also accepting submissions by e-mail and letter. A significant amount of historical, cultural and community information was gathered through this process, greatly adding to the value and robustness of the Seascape Character Assessment and Landscape Character Assessment. The digital platform was an innovative and new method of digital consultation that allowed upload of description, image and location of specific sites, and over 200 submissions were received from the public.

One key feature of the methodology is to establish an understanding of how a place is experienced, perceived and valued by the local communities. The digital platform used by Donegal County Council allows for a sound integration of this perspective with the interest of different sectors and scientific disciplines.

(Practise also described in the chapter 2. *Taking a coastal heritage approach)*

Seascape character assessment. Credit Donegal County Council

Assessing the value of community knowledge

The involvement of communities in governance is critical when it comes to multilevel governance and building evidence-based policies on a local level. This is particularly important in the development of heritage and landscape policies, as the significance of this heritage and landscape is inextricably linked with the views or considerations of its primary users, which is those who live, work in and visit the area. Heritage and landscape are not *things* existing outside the minds of those using and maintaining them, but rather places that inform our being, our sense of identity, and how we perceive the world to be.

The involvement of local communities to varying degrees is part of the legal requirement to inform public governance. Depending on the law

of the land, policymakers are obliged to engage with the public at specific times during the process to give notice of the particulars of policy providing the opportunity for written submission and observation and/or discussion through public consultation.

Because of the multiplicity of opinions on the value of heritage and landscape, the knowledge base used in planning and governance of these 'elements' may reflect a high degree of uncertainty. In developing landscape and heritage plan policy there is no clear link between cause and effect, between aim and measure. Stakeholders provide a variety of opinions, and in doing so a diverse range of knowledge and experience identifies need, interest and value of a given place. In this regard knowledge and evidence become more subjective and dependent on the specific time and place. This makes the integration of strategic landscape and heritage plan policy a relatively complex exercise. In such a situation, the local experiences from across the community provide a balance in informing the scientific reference represented by the policymaker allowing for a richer and potentially more appropriate outcome. This is demonstrated by the work in Vest-Agder County in Norway, where with the development of local heritage plans the idea of valuable heritage assets changes through the involvement of local communities.

Therefore, the involvement of communities should be facilitated with a special focus on the mapping of the knowledge available within the communities. As a way to map the knowledge among stakeholders the planner can approach heritage and landscape through the following three actions.[5] Each action should be undertaken together with the stakeholders:

[5] Loosely based on guidelines from Norwegian Directorate of Cultural Heritage: Setting and balancing values on cultural heritage.

1. *Formal registration of where and what:* Establish a common ground, for example by defining the heritage and landscape through relatively objective indicators that there is a consensus on. This can be age, spatial delineation, history, architectural style, or degree of uniqueness.
2. *Definition of core values in terms of what the heritage and landscape can be used for:* Consider whether the heritage and landscape is a resource (i) for knowledge and learning about history, environment, etc., (ii) for different kind of experiences (belonging, astonishment, aesthetic, etc.) or (iii) for use in terms of economic exploitation, outdoor life activities, scene for volunteering, etc.
3. *Balancing of values:* As a final discussion, set up a list of questions for rating the different values on a scale (for example from 1 – 5). The total score should be a basis for the discussion on what measures to prioritise.

As the knowledge available within the local communities constitutes key aspects of heritage and landscape policies, a deliberate approach to using this knowledge might significantly influence the actual shaping of the policy measures that follows from such high-scale strategic policies.

Example: Municipal planning and involvement in Agder, Norway

As demonstrated by the local heritage plans in Agder, community involvement allows a richer understanding of the cultural heritage and landscape assets and helps to balance the more scientific views traditionally advocated by the public authorities. In many of the municipalities, local associations and volunteers play an important role. To maintain public involvement the municipalities are using a variety of mobilisation techniques by involving civil society associations in project groups, mobilising schools for

registration work, hosting town hall debates, etc. Based on the experiences from the national programme, involvement of local communities shows that the notion of heritage somehow changes. In contrast with how the national authorities implement the Cultural Heritage Act, the local heritage plans shows first of all that heritage value is closely linked to the type of current use and personal memories, and lesser attention is given to 'authenticity' and architectural features and design. This means that the concerns and understanding of the impact of heritage on economic, cultural, social and environmental domains are brought to the foreground in the discussion on the value of heritage.This is a positive development as many of the municipalities in the Agder region have previously shown little interest in cultural heritage matters. This is particularly a challenge for the cultural environments in the coastal zones of Agder. With 90% of the population living near the coast and Agder being one of the most popular regions for domestic tourism, there is huge pressure for exploitation of the seaside areas for housing and tourism purposes. With the help of local communities the municipalities have increased focus on the use of heritage as a resource for economic development, social cohesion and environmental sustainability.

(see further description of good practice in the chapter2. *Taking a coastal heritage approach)*

Local involvement in heritage planning. Credits Rolf Stein Bergli, Lindesnes Municipality

Upstream mechanism for several funding schemes

Implementing policies through action plans might use funding schemes. In this context local and regional stakeholders can influence how these funding schemes are spent in upstream processes available for more and more funding schemes. Let's take a look at two upstream mechanisms: the Community-Led Local Development (CLLD) and the Partnership Principle. The more prominent of the two is the CLLD-mechanism. It gives stakeholder groups in rural, coastal or urban areas the potential to engage more actively with other local and regional stakeholders. This involvement mechanism can be used in landscape management, planning and (to some extent) in protection. The approach is known from the LEADER instrument and is now applicable to coastal and urban areas as well. This instrument offers support for the establishment of comprehensive local development strategies in

bottom-up approaches and provides financial assistance for the implementation of planned projects. The strategy development and the later implementation could be easily linked to landscape planning, management activities and projects.

Furthermore, ahead of project development, it is of strategic importance to use the Partnership Principle, which is a new element of the ESI-Funds ensuring that SMEs, other for-profit businesses and their networks (alongside other stakeholders) are actively involved in the strategic planning and decision-making for the preparation, implementation, monitoring and evaluation of funding programmes. This provides a clear opportunity to embed landscape planning, management and protection issues in the programming of the different funding schemes.

Conclusion

The complexity of the planning situation in terms of heritage and landscape shows that the integration of high-scale heritage and landscape policies is not merely working as a one-way street between the central state down towards the local governments. On the contrary, the experiences from the HERICOAST partners show that through a deliberate approach to these policies and their own position, the local and regional governments can acquire a flexibility that allows them to enhance local and regional political priorities. This in turn provides for a proactive rather than reactive response to particular situations and changes, if and when they occur.

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CAFE
RESTAURANTE

CHAPTER 5

PRIVATE SECTOR – PROFIT AND NON-PROFIT

PRIVATE SECTOR – PROFIT AND NON-PROFIT

Recent years show an increase in Europe of joint forces between public and private sectors for the development of cultural heritage in relation to economic, cultural, social and environmental objectives. The transformation of coastal and fluvial landscapes from primary production (like fish and shipping) to recreational use brings in new economic agents to the region, with the tourist sector being a prime example. The importance of tourism to the EU's blue growth strategy and the expected increase of tourism (see chapter 2. *Taking a coastal heritage approach*) fuels the need for stakeholder-centered policymaking processes in order to achieve more sustainable development of these areas. This is especially true in areas characterised by a relatively weak state with few public funds and a large tourism sector based on a small fragmented businesses structure. Common tools in these cases are, for example, public-private partnerships (PPPs). This chapter outlines the potential of collaborations like PPPs for the redevelopment of heritage in coastal and fluvial areas in Europe and its possible benefits for public administrations, private sectors and citizens. Based on the experiences in the HERICOAST partner regions, it proposes strategies to create and maintain common grounds and shared ownership, to keep the process open to new stakeholders and opportunities, and to create feedback loops to evaluate and monitor stakeholder-centred policymaking processes.

Design a process to maintain common ground

Having a defined plan to involve different stakeholders is as important as creating a smart strategy for spatial redevelopment based on a shared understanding of the territorial situation. The complexity of the territory, where heritage and tourism management are interlinked in many ways, requires the establishment of mechanisms and channels for the coordination and cooperation of all local and regional projects, even more so when the objective is integrated management in which the different stakeholders are taking an active part. Recalling the policy cycle with its stages (as described in the chapter 'Evidence-based, more stakeholder-centered regional policy development'), the common ground needs to be agreed upon in the territorial analysis and background, the problem definition, etc. Hence, the PPP should be understood as the formation of strategic coalitions with certain stakeholders at various steps in the development of policies. In the policy development cycle, profit and non-profit stakeholder groups can sometimes be addressed in the same way, while in some cases it is necessary to be more specific.

Create feedback loops to evaluate and monitor the process

Besides defining a common strategy and creating an open process, it is also necessary to include evaluation cycles in the process itself. The objective of this evaluation has two levels. Firstly, there is the more abstract level, where the process is measured as a whole and improvements are detected for subsequent integral processes. The second is on a much more specific level related to the control and evaluation of each single step, where objectives and indicators are set to measure the achievements and deviations, and to identify the solutions to be implemented. In the tables of tourism in the region Lea-Artibai (see description in section 2 – *Profit part of the private sector*),

the PDCA cycle (Plan, Check, Do, Act) is applied as evaluation instrument. This cycle allows the working groups to work in a planned manner and to have clear objectives and indicators to measure the results in a way so as to generate a debate not only about the actual results but also about *how* things are being done. Each working group develops its work plan based on the overall strategy. The indicators are monitored every six months. The planning phase looks for the activities to be improved and a specific work plan is defined. These improvement actions are implemented by those responsible who have been named in this planning phase, and the results that are obtained are monitored. In these meetings, actions are identified to improve both the results and the working method. All evaluations are shared at the tourism table where, in addition to the representatives of the institutional tables, other strategic agents participate as well. Thus, the PDCA cycle ensures a comprehensive vision on all levels, continuously monitoring possible improvements and the dynamics of the projects.

Profit part of the private sector – Economic stakeholders and entrepreneurs

Let's take a look at the policy development in two partner regions, the Molise Region in Italy and the Basque country in Spain, both of which made very intensive efforts to address and involve the economic stakeholders. Firstly, the Molise region established a consortium of public and private partners to implement a collaborative project in order to achieve a more coordinated development of their territory, otherwise characterised by a high frequency of SMEs with a none too weak network organisation. After a series of meetings with the mayors and principal private stakeholders of the region, a strategic development plan was drawn up as a starting point for integrated regional governance, with a special focus on the tangible and intangible heritage, discussing opportunities and advantages, identifying some

challenges, and proposing a set of future steps to gain more benefits from the area. A part of this strategy is the Albergo Diffuso hotel concept. This 'diffused hotel' consists of several rooms spread throughout the historical centre of Termoli, increasing accommodation capacity without increased land consumption.

Secondly, Basquetour, the public company of the Tourism Ministry of the Basque Government, has established different working tables that bring together all tourism agents to allow them to contribute directly to the Basque coastal tourism strategy. In this participatory way of working, the strategy is being deployed collaboratively during the whole process. Public and private stakeholders are involved in the implementation of activities in addition to making a concrete contribution to improving the strategy itself.

Example: The strategic plan for heritage preservation and tourism development* in *Molise Orientale Touristic District, Italy

The strategic plan for heritage preservation and tourism development in Molise is an interesting practice that displays how a Smart Tourism governance model based on landscape and heritage management can suit a region covering 40 municipalities of the south-east Molise Region with a high number of small rural centres and a vast number of small operators, agencies, associations and institutions managing the cultural resources of the territory.

In order to fuel tourism development in the Molise region it was necessary to connect the many small rural centres in a holistic way with cultural, food and wine, and naturalistic routes. However, there were few effective links to support tourism agencies and other tourism businesses in this regard. For these reasons, the regional tourist sector had difficulties designing a common vision for development compromising the individual strategies of the actors.

Therefore, working with the University of Molise (Touristic Sciences Faculty, Department of Biosciences and Territory), private entrepreneurs and cultural associations, the municipalities sought to create a professional team to manage (public authorities), enhance (private bodies), protect (associations), and study (university) the cultural heritage present in the Molise Region for the development of tourism. On the bais of this collaboration, a strategic plan was developed by Molise Orientale Touristic District aimed at transforming heritage into a key driver for tourism development by improving the general awareness and deepening knowledge of it among both municipalities and the private entrepreneurs. The development of the plan compromised two aspects: 1) a specific and technical analysis of the territory mapping the strengths, weaknesses, opportunities and threats and 2) an action plan for heritage preservation and tourism development pursued in agreement with private and public stakeholders and based on a smart dimension. The first step was carried out by public bodies (region, municipalities) and university; the second step by private entrepreneurs and associations developing initiatives and events distributed throughout the territory without overlapping to offer solutions for tourists, who arrive all year round.

One specific strategy included in the action plan was the creation of a calendar of cultural, naturalistic and recreational activities shared throughout the territory for scholars, citizens and tourists, which required minimal economic effort on the part of the municipalities and was a great success in terms of participation.

The project of Molise Orientale Touristic District and the subsequent management exhibits complex forms of connection between the whole range of involved stakeholders (private and public), which demonstrates the need for an approach in which stakeholders do not create value in isolation but are involved in

processes of value creation and cooperation. It follows that the value is created by everyone who takes part, in an interactive ecosystem, to a process that involves all stakeholders, each with its own perspective and goal. Furthermore, the revitalisation and management process involves economic, social and cultural transformations that call for sophisticated management strategies.

The strategic plan for heritage preservation and tourism development in Molise Orientale Touristic District, courtesy of Azienda Autonoma di Soggiorno e Turismo - Termoli

Example: Albergo Diffuso in Termoli, Molise, Italy

The 'diffuse hotel' is an absolute novelty in the international tourism market of the last ten years, which aims to enhance the hospitality in historic towns or rural centers. The experiences from the implementation in the Molise Region shows how the 'diffuse hotel' model helps the regional tourist sector to remain competitive and innovative while balancing ecological, economic and social objectives. Moreover, one of the prevailing interests of modern tourists is the desire to immerse themselves in the local culture and tradition and come into contact with new cultures in an experience based on authenticity and sustainability, but without sacrificing the conveniences.In the Molise region the 'diffuse hotel' concept utilised vacant apartments in small historic and rural town centres as tourist accommodation. This had an important positive economic impact on local communities. Moreover, the local authorities (region, ministry) succeeded in using public grants to stimulate the renovation of the historical centres and the creation of B&B lodging in rural centres.The 'diffuse hotel' helped establish a tourism consortium of local private operators in order to structure integrated tourist offerings in a context with historic and rural value. This project increased the accommodation capacity without additional land consumption, maintaining the territorial heritage and natural characteristics.Subsequently, it was necessary to develop an innovative receptive model on site, using strategies to improve the hospitable features of the local areas, coordinating the various socio-economic activities that represent components, and with primary and/or complementary tourism offerings, in order to aim for a high-quality 'village product' that is competitive on the domestic and foreign tourist market. In this concept, the role of the many project partners as 'storytellers of the place' is very important, hence the importance of action training for operators involved in the project.

Albergo diffuso courtesy of ADI (Associazione Nazionale Alberghi Diffusi)

Example: Basquetour in Lea-Artibai, Spain

Basquetour is managing the Tourism Master Plan of the Basque Coast including a Plan-Do-Check-Act cycle. The development of the plan included a conceptualisation of the territory situation that involved the local communities as much as the economic sector. The highly diverse and disorganised tourism sector necessitated the establishment of mechanisms and channels for the coordination and cooperation of all local and regional activities. This integrated management approach should be extended to the spatial development measures, since the tourist activity requires common goods such as infrastructures, lodgings, urban and natural spaces, etc.Two administrative staff manage the Tourism Master Plan for the Basque Coast and they collaborate with the representatives of tourism organisations in each region.

In total, 179 companies are involved in these tables in different regions. These companies are divided into several sectoral working groups in each region. One representative of each working table is chosen to join the general board of the sector, which is managed by Basquetour. In the Lea-Artibai region, there are five sectoral working tables. In these tables, taking into account the Basque tourism costal strategy, specific activities are planned to contribute to the established goals. The regional coordination of these five working tables is managed by the technical board, with a representative of each table in charge of reporting the action plan and the needs of the other members. In addition, all twelve mayors take part in the political board to define the strategy in consideration of the government's policies and the suggestions of the five working tables.

Basque Tourism Master Plan Credit Basquetour, the public company of the tourism Ministry of the Basque Government

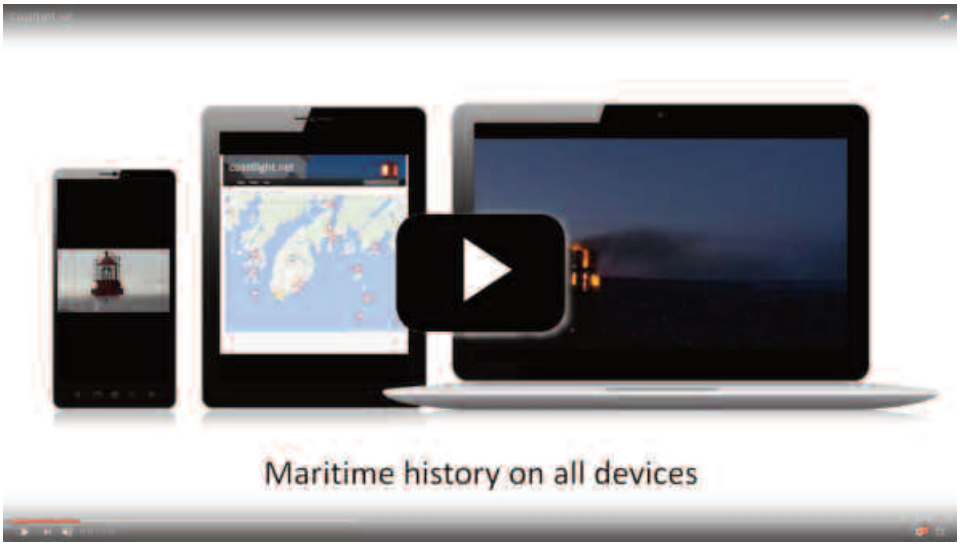
Non-profit part of the private sector – Civil society organisations

Civil society organisations (CSOs) and non-governmental organisations (NGOs) represent an important stakeholder in decision-making processes and are a valued partner in implementing and monitoring landscape and heritage policies at the local, national and international levels. When their capacities are adequately developed, CSOs and NGOs can provide technical assistance to communities. Also, they support development programs at the local level by providing policy recommendations to governments and facilitating knowledge transfer between the government and local actors. Specifically, in the spatial development of coastal and fluvial areas new collaborations among decision-makers and local populations are important to add new perspectives on the value of heritage and landscapes. This chapter outlines strategic steps to set up and manage these participatory processes, from organising knowledge transfers to giving local communities a constructive voice.

Reconnecting historical culture and the local community

A shared issue for many of the HERICOAST partner regions is the transformation of the coastal or fluvial landscape from production activities such as agriculture, fishing and industry towards an increased recreational use valued both by local inhabitants and tourists (both foreign and domestic). However, although such transformations often result in economic benefits for the region, this challenges notions of the local population. For example, the descendants of fishermen might choose to live outside the region but still frequently stay their ancestor's home for leisure purposes. Meanwhile, other houses might be sold on the market to people without family or personal ties to the area, or be rented by the day or week to vacationing tourists. Over time the recreational use of the cultural environments becomes tradition, and tourists return on a yearly basis developing new emotional ties to

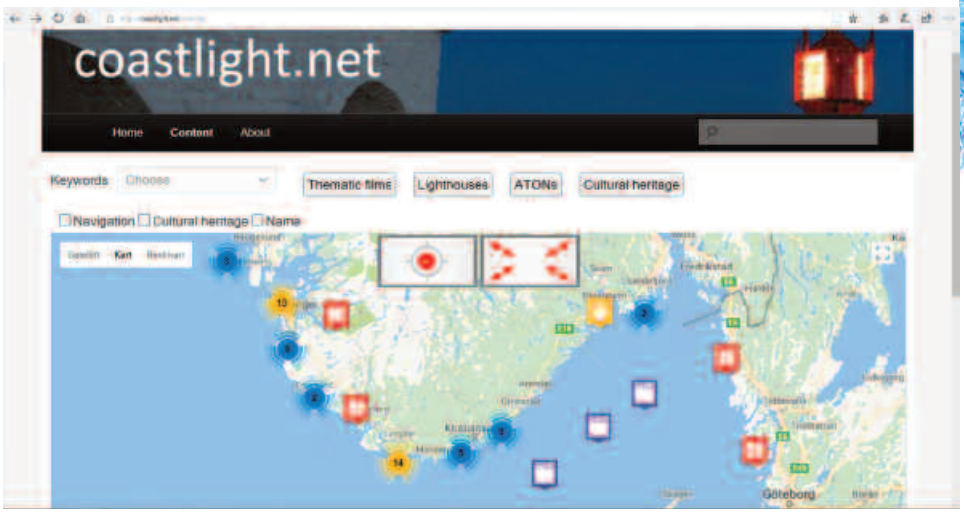
the cultural environment. This geographical dispersion of the user groups of the cultural environment challenges the local municipality when they work with involvement of civil society. For example, the territorial analysis of the Agder region in Norway indicated that more than 50% of the private owners of the cultural environment of Lyngør lived in the capital Oslo (more than 3 hours' drive away) and less than 17% live within the county. One way to approach this dispersion is to develop new ways of communicating with a geographically dispersed target group. The digital platforms that internet offers are one obvious example. Lindesnes Lighthouse Museum in Norway has developed an online platform for disseminating the values of the cultural environments on the European coastal regions.



Example: online platform in Agder, Norway (coastlight.net)

In peripheral coastal regions, a common trend is depopulation and increased recreational use of the coast. Consequently, an increasing number of people live outside the small coastal communities but still maintain emotional ties with and have specific user interests in the coastal landscape. This challenges

the local municipalities when involving civil society as stakeholders. A related challenge is that coastal cultural landscapes are made up of vast historical maritime infrastructure that is difficult to interpret and access for the public. The responsibility for the dissemination of these landscape values is not limited to one single institution.To meet these challenges Lindesnes Lighthouse Museum launched Coastlight.net in 2013 as a website that tells maritime history through videos, photos and text. The stories are linked to their geographical position with digital maps. The platform aims to deliver high-quality content and to cover a growing geographical range. However, the museum has neither the resources nor the knowledge to produce all content. To meet these objectives the museum has encouraged other stakeholders (mainly other cultural heritage institutions) to provide content. Participation in the platform is free but institutions have to cover their own production costs. Between 2016-2018 the project received yearly public support of €20,000 from the Norwegian art council. These funds supported the technical development, building competence amongst partners and developing networks with other public sectors such as education, tourism and broadcasting services. Today, in 2018, it has a total of 115 videos, 464 texts and photo descriptions, and covers 11 countries, and 28 institutions have shared their content on the platform. The success of the platform lies in its innovative combination of flexibility, easy access and qualitative content. An advantage of the platform is that it is not dependent on new productions but can easily access the vast body of older productions that are available but generally not easily accessible. The principle of creative commons licence makes the management of the content easy and cost-effective for the Lighthouse Museum, allowing them to instead prioritise finding and encouraging partners to produce quality digital content. A platform with high-quality content makes an attractive platform for others partners to be a part of.



Online platform in Agder, Norway. Credits: Coastlight.net

Unlocking (historical) narratives through the local community (cultural)

Cultural heritage does not exist as an objective factor outside society but is affected by the perception and use it has within a given community. This interdependence is reflected in the recent turn towards a more participatory approach to heritage governance as is the case with EU-policies, where a 'locally rooted and people-centred approach to cultural heritage' is highlighted as an important element in the future of cultural heritage management (European Union 2014). In order to properly capture the full extent of the cultural diversity and local distinctiveness of European coastal regions, heritage management needs to unlock historical narratives through the active involvement of local communities (for a related description of the importance of assessing the value of community knowledge see the chapter 4. *Public sector – administration and politicians).*

The Hericoast project partners have worked within this perspective in various ways. In Ireland, the population is involved in georeferenced data

collection using a specific application for mobile phones (see description of Seascape Assessment in the chapter 2. *Taking a coastal heritage approach* and chapter 4. *Public sector – administration and politicians*). But the Albergo Diffuso in Molise (see description above in section 2, *Profit part of the private sector*) is another good example of unlocking historical and other narratives, since it provides a new touristic experience through the eyes of the locals. Then there is Albaola Association in Lea-Artibai, a prime example of bottom-up community-driven heritage management, where a community engages in the local history of shipbuilding.

Example: Albaola Association in Lea-Artibai, Spain

Albaola is a non-profit association that uses the Basque maritime heritage as resource for social and cultural development. The association was created in the late 1990s with the intention of preserving and spreading Basque maritime culture. Xabier Agote, founder and president of Albaola, aware of the decline and disappearance of traditional Basque shipbuilding, its technology and its culture in general and the impossibility of learning in the Basque Country, moved to Rockland, Maine in the United States to join The Apprenticeshop, teaching shipyard, to learn the trade of riverside carpenter. On his return to the Basque Country, with the support of the Oarsoaldea regional development agency he launched a small boatbuilding museum called Ontziola, in Pasaia (Gipuzkoa).

Inspired by what Agote learned in the United States, the boatbuilding museum allows the visitor to observe riverside carpenters at work building wooden boats. This approach is essentially the current way of working in Albaola.

Albaola has been characterised since its inception as an open and participatory association with a collaborative way of working combining professional work and volunteering.

Since 2014, Albaola has been a museum-shipyard where the visit revolves around the construction process of the San Juan whaling ship of the 16th century. The visit is planned as a circuit that runs through three spaces: 1. The museum where the historical universe is contextualised around historical boatbuilding and the hunting of the whale in North America by the Basques; 2. The riverside carpentry workshop, where the trees are worked and where visitors can watch the San Juan whaling boats being made using the techniques of the time; and 3. the large wooden shed where the San Juan whaler is assembled.The museum has a professional staff of 20 salaried people: director, management, administration and communication department; team of museum guides; ribera carpenters template; Department of Investigation. To complement the professionals the museum has a volunteer group of 400 people duly organised and regularised.

As part of its aim to achieve social and cultural development the museum has developed cooperation with the education system. Part of its structure is also the Aprendiztegi Lance Lee International Boatbuilding School, International School of Carpentry of Ribera. The School of Traditional Navigation is opening soon, which will teach the historical navigation techniques in the traditional boats built in Albaola.

Key factors for its success:

- Work mode: Prior scientific research; knowledge through direct experience; rigor and search for excellence in the work process and the final result; socialisation and value of the process and result.
- Institutional support at the beginning of the project of the Oarsoaldea Regional Development Agency. Current synergy with institutions and public entities.

- Associative and collaborative mode of undertaking projects. Network jobs Search for commonalities with cultural and social agents.
- Citizen participation formulas.
- Volunteering: Support of the group of volunteers in all activities.
- Commitment to self-financing and private sponsorship, in combination with public financing.
- Historical heritage as a socioeconomic engine. View of the past as a tool to build a future. Economic return in the environment.

Albaola. Credit. www.albaola.com

Giving local communities a voice in policymaking processes

As mentioned in the chapter 4. *Public sector - administrations and politicians* on integrating high-scale policies, the concept of community planning is typically differentiated into three different categories: (1) elected political representation, (2) direct actions outside the framework of public governance, and (3) community involvement in public governance. The second and third categories are particularly interesting to discuss here.

Experiences of the HERICOAST partners show that there are a number of aspects that limit the impact of formal public planning on the preservation of cultural heritage. For example, the public planning has their practical boundaries regarding the level of details that can be planned in advance. Therefore, much of what makes up the cultural environment, such as green planting, (non-official) pathways, ordinary house maintenance, etc. is regulated by tradition and custom. In this regard the preservation centres in Agder are a good example of how to work with this aspect, as they are one way of maintaining a dialogue between governmental bodies and the civil society outside the formal planning system. One of these is the understanding and acceptance of the purpose of the plans by the private owners and entrepreneurs. Restrictions on construction materials need to be paired with improved understanding of how to use and work with traditional materials. The preservation centres offer guidance and seminars for both private owners, craftsmen and upper secondary schools on diverse topics such architectural styles, linseed oil painting and restoration of windows. Without these aspects, the restrictions made by preservations plans are likely to be negatively perceived in public opinion and also have a limited effect. The preservation centres offer communication channels the knowledge about the importance and value of these aspects.

The Donegal Public Participation Network (PPN) in Ireland is also a good example of involving communities in public governance. It creates the opportunity for community organisations or groups to be involved in

local policymaking processes. It allows local groups to promote local development, harness local knowledge and strengthen local voices. The PPN has a flat structure. This means that all groups have an equal voice and an equal input into decision-making. There is no leader, no overall spokesperson or chairperson. It is truly a collective, accommodating a wide range of diverse views and perspectives. It supports each member in developing new skills and contributing on an equal footing to the organisation. At the same time, the PPN is the point of contact for all bodies in a county or city who wish to benefit from community and voluntary expertise at their table. Moreover, the PPN is proactive in promoting the benefits of community representation on Boards and Committees.

Example: preservation centres, Norway

In regions affected by urbanisation and centralisation, historic environments and townscapes in cities are highly attractive residential areas with higher property values than similar parts without historic qualities. Public heritage authorities mainly safeguard these qualities through planning regulations such as zoning plans and the like. Legitimacy and efficiency of these plans depends on the expertise available amongst craftsmen and house owners who are expected to comply with the restrictions. Also, the public planning system has its practical limits regarding the level of details that can be planned for. Much of what makes up the cultural environments, such as green planting, small non-official pathways, details in ordinary maintenance work, etc., is regulated by tradition and custom. The main advisors for local house owners are not the heritage authorities but the local craftsmen. It is these challenges that the two preservation centres in Agder are meeting. These centres provide guidance on restoration for individual house owners and professional craftsmen by focusing on traditional methods, practical rehabilitation and architectural styles. They reach out to owners and

craftsmen by producing small publications targeting owners in different towns and organise training courses and seminars. A major challenge for house owners engaged in restoration projects is the increased costs that come with using traditional methods. Therefore, preservation centres help house owners applying for grants for restoration projects by providing condition analysis reports, as well as measurement and documentation reports. The main target groups of the preservation centres are craftsmen and house owners. For the public authorities the impact of their work has major value, as it supports the intention behind the planning processes. Furthermore, and to the extent that preservation centres help with winning grants for private rehabilitation projects, their work also has a direct economic impact in the cities.

Preservation centres, Agder, Credits Frans-Arne Stylegar for Vest-Agder County Council

Example: Donegal Public Participation Network (PPN)

Donegal Public Participation Network
Líonra Rannpháirtíochta Pobail Dhún na nGall

Donegal Public Participation was established in 2016 under a new framework from the Department for Public Engagement and Participation. The PPN is the main link through which the Local Authority connects with the Community, Voluntary and Environmental Sectors. The Network aims to strengthen the capacity of the groups to contribute positively to the community in which they reside, to facilitate opportunities for networking, communication and the sharing of relevant information, and to

encourage and enable public participation in local decision-making and planning of services.

Donegal PPN currently has 487 registered groups. There are 16 members on the Donegal PPN Secretariat who represent the Pillars and Municipal Districts and their role is to ensure the proper functioning of the PPN and coordinate its activities. Donegal PPN has 8 Linkage Groups: Community & Voluntary, Social Inclusion, Environment, Older Persons, Fishing & Aquaculture, Community Safety & Joint Policing, Tourism, and Heritage. The role of the Linkage Group is to appoint representatives to the various bodies, i.e. SPC's, Committees, Forums etc. Donegal PPN has 53 representatives on 22 bodies who present issues/submissions in their meetings and then report back to the linkage group.

In 2017 Donegal PPN involved 631 groups in the various activities carried out, including workshops on topics such as 'Understanding & Applying The Public Sector & Human Rights Duty', 'The County Development Plan' and 'Social Inclusion: Understanding & Moving Forward', and organised around 60 meetings of various levels and sizes.

The PPN has a flat structure. This means that all groups in the PPN have an equal voice and an equal input in decision making. There is no leader, and no general spokesperson or chairperson. It is truly a collective, accommodating a wide range of diverse views and perspectives. It supports each member in developing new skills and contribute in an equal way to the organisation. The PPN should be the 'go-to' organisation for all bodies in a county/city wishing to benefit from community and voluntary expertise at their table. The PPN should also be proactive in promoting the benefits of community representation on Boards and Committees. At minimum, all community representatives on sponsored bodies must come via the PPN electoral process. Elected Members cannot be members of the PPN.

Volunteering

Beyond their role as citizens involved to the policymaking process, stakeholders of the non-profit private sector also have an important role as volunteers. It is important to, on the one hand, establish links between the fields of heritage and volunteering by continuously working to foster a deeper understanding of heritage and volunteering among those active in either field, and on the other to link the two fields through practical hands-on projects and educational activities.

Of course, there are some natural links between professionals in cultural heritage and volunteers; for example, some people do both during their working-age life or after their retirement. Still, the number of projects combining heritage and practical hands-on volunteering in a long-term dimension are rare and could be increased through actions. From the professional heritage point of view, volunteering is often mistakenly associated with an unprofessional approach. For organisations working with volunteers there are more rewarding fields of engagement, especially in the social area, and indeed, the necessity of an absolutely professional approach while dealing with heritage is frequently underestimated. In this way, volunteering could be fostered by capacity-building and education.

The fields for volunteering are broad:

- Collecting funds and organising beneficial activities in order to enable the subsequent financing of the conservation of heritage sites.
- Practical hands-on work at the heritage sites themselves.
- Digitalisation of cultural heritage (through wiki projects or other digital platforms) including oral history.
- Social media outreach.

Especially outside the urban areas, in rural or remote (smaller islands or coastal areas with limited access) and structurally weaker coastal areas, the practical engagement of the local population is probably the

only option for conserving any given heritage site. Direct practical work and direct physical engagement creates a level of identification with a heritage site that would hardly succeed otherwise. In this way volunteering supports the above-mentioned aspects like reconnecting historical culture and the local community, or unlocking historical narratives through the local community.

Especially for young people often having grown up far away from truly practical work, hands-on engagement is inspiring, motivating, and leaves a lifelong impression. Exchange projects have a particularly positive effect, especially on volunteers coming from other countries or even other continents – the real value of the cultural or natural heritage in their direct environment. These appeal not only to young people but also to older ones. Therefore senior volunteer projects can provide certain benefits for cultural heritage sites. Above all, such projects could be used for cross-generational learning and dialogue.

Creating citizen investment payback

The involvement of communities in heritage management might increase the awareness about cultural heritage as a shared resource. Such an awareness seems to be a prerequisite for a sustainable cultural tourism ensuring cultural heritage, economic opportunities and the quality of life of local inhabitants. This puts the question of developing good models for citizen investment payback on the agenda (Council of European Union, 2014). The experiences from the HERICOAST partner regions demonstrate how this can be done on different levels. For example, in the case of the Fanad Lighthouse in Donegal the community gets something back from the revenues of the lighthouse. The community has a vested interest in that the lighthouse provides employment locally, draws visitors to a remote location, and sources goods in the local area. The company established at the outset is made up of local people, is non-profit, and maintains all property except for the working lighthouse tower. It is a project that is rooted in the

community and is managed by local people to the benefit of all the community. But the Albergo Diffuso in Molise (as described in chapter XXX) is also a good example of economic value creation for the citizens. It also has some positive impacts on the social domain, because it is involving the community in activities with the visitor (like joint cooking events).

Example: Teach Solais Fhánada (Fanad lighthouse) in Donegal, Ireland

Fanad Lighthouse has attained iconic status around the world as a photographic symbol of Irish tourism thanks to the widespread marketing of the unique destination and natural outstanding landscape. The lighthouse was built in 1817 following a shipwreck nearby in which over 300 people drowned. In the early part of this century, although the lights were still in use, the accommodation and ancillary buildings were falling into disrepair. The owners, Commissioners of Irish Lights (CIL) approached the Local Authority and the local community to suggest renovation of the accommodation buildings as a tourism venture. Funding was sourced through Interreg to restore the building and remodel the space to provide self-catering accommodation for the visitor and in doing so secure a sustainable use for the building and for the greater good of the area. A non-profit company was formed to manage the cottage accommodation and visitor area of the lighthouse, which was leased from CIL. The objective was to reinvent the use of the heritage asset and to create an opportunity to bring employment and vitality to the local area. Its success is evident in employment of local people, the visitor numbers and the ongoing progress of the community in providing more and better visitor facilities. Twenty-six people are directly employed, 16 of them students who act as guides during the year. They have been trained within the local community using stories from their

childhood. Many of them speak Irish, as the Lighthouse is in a designated Gaeltacht (Irish-speaking) region. For phase 2, there are plans to build an interpretative centre and cafe: this will involve acquisition of third-party land. Another idea in development is creating walking loops from the lighthouse and boat trips from Portsalon. Ownership of the lighthouse and ancillary buildings remains with CIL but they have leased it to Forbairt Fhánada; they are not involved in daily management and do not have a place on the managing board. Donegal Tourism and Fáilte Ireland have greatly benefited from the project locally, nationally and internationally. The site anticipated 5,000 visitors for 2016, but the actual numbers were in excess of 17,000. Laundry and cleaning representing a value of €14,000 per year are outsourced locally. All breakfast foodstuffs are bought in the immediate area and banking, postal services, and taxis are all local. Local pubs, restaurants, and activities are all promoted to the Lighthouse visitors. Accommodation in three cottages is already approximately 70% booked until September 2018.

Teach Solais Fhánada (Fanad lighthouse). *Credit Donegal County Council*

Conclusion

This chapter shows that involving private sectors in policymaking processes to redevelop cultural heritage is an ongoing process of creating and maintaining common grounds and shared ownership, allowing new stakeholders to join along the way, and creating feedback loops to improve spatial strategies. As such it reflects the development in heritage management towards a role as a facilitator for the involvement of stakeholders rather than being mostly concerned with the designation of heritage objects. However, this is a rather complex organisation, as the good practices of the HERICOAST partners show, with further benefits in economic, cultural, social and environmental terms.

Civil society includes a wide range of actors, individuals, religious and academic institutions. In the cultural and environmental governance space, NGOs are usually the most prominent actors and generally have missions dedicated to global environmental protection, sustainable development, and management of cultural heritage. Their type of involvement and operations varies by organisation but can cover local, national, regional, and international levels. In this context, local associations are an important force for heritage conservation and management, especially in cases where links between research bodies and local governments are lacking. Their involvement in territory's management is of primary importance for public administration because it allows them to spread knowledge and use them to promote the territory. It is necessary for the public body to establish a governance policy that integrates all actors at various levels to optimise management efforts and economic contributions (public funds).

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CHAPTER 6

INTEGRATIONAL FUNCTION OF EVENTS

INTEGRATIONAL FUNCTION OF EVENTS

A good strategy for bringing different types of stakeholders in policymaking processes together are cultural events and celebrations. One-off centennials, jubilees and event years for cultural heritage (like the European Year of Cultural Heritage 2018), on the other hand, provide opportunities to raise awareness for intangible and tangible dimensions of cultural heritage on a larger scale and to advance new developments and redevelopments. In addition they often stimulate national and international in-depth exchanges of knowledge and experiences, especially since these event years are often connected to specific subthemes. Local annual events, on the other hand, that celebrate local heroes and historical episodes or stage contemporary music, for example, use heritage sites as an extraordinary setting, which fuels the dynamics of the local society.

This chapter outlines how both types of events could be used strategically in the context of cultural heritage in coastal and fluvial areas, based on the practices of the regional partners in the HERICOAST project. It describes how events can stimulate vertical integration of stakeholders by strengthening shared narratives and contributing to knowledge exchange in stakeholder-centred policymaking processes.

Suitable marketing and communication tool

In the context of regional policymaking, event management can be seen as a suitable tool for strategic marketing and communication that can be used by the public sector to address various stakeholders. In their role as facilitators of regional policy development, they can benefit from promotional and information events as a way to communicate with current and potential stakeholders. It makes sense to professionalise event management in this context to achieve a bigger impact on the target groups.

There are three aspects that generally need attention for potential successful cultural heritage events:

1. **Event venue**: Many cultural heritage buildings or sites, if chosen in the right way, are perfect venues for marketing or communicating cultural heritage, especially when the venue has a special meaning for the targeted stakeholder group, like historic buildings or ships. The venue itself can create a real openness for the communication by recalling shared heritage or identity. Corporate event venues should support in the role of stage on which to tell some of the story, in different types of events like stakeholder meetings, conferences, networking events, trade shows, product launches, etc., while teambuilding retreats or training sessions might need a more functional tailored environment. What venue, for example, would be a better fit for cultural heritage related to fisheries than a fishing boat, the fisherman's club, the fishing harbour, the cannery or the fish market?

2. **Sustainability**: Events might take a heavy toll on our resources, society and the environment. They can generate significant waste, put a strain on local resources like water or energy, or even ignite

tensions in local communities.[1] ISO 20121 offers guidance and best practices to help you manage your event and control its social, economic and environmental impact. Every action counts, from relying on tap water instead of plastic bottles to encouraging use of public transport. The chapter 'Evidence-based, more stakeholder-centered regional policy development' outlined how cultural heritage can matter, and mentioned the impact on the environmental, economic, cultural and social domains. To be consistent with this approach, cultural heritage event management is defined as the process used to produce an event with particular concern for environmental, economic, cultural and social issues.[2] In this way it might help the organiser to cut unnecessary costs. Some actions in this field could help to improve the performance of such events by developing better event management methods and developing quality standards for interventions on cultural heritage. Using cultural heritage sites in a clever way will help to re-imagine industrial, religious, military sites and landscapes. It can also foster a more responsible and sustainable tourism around cultural heritage by demonstrating the sustainability of such events.

3. **Event scheduling**: The activity of finding a suitable time for an event is an important part of event planning that is usually carried out at its initial stage. Some of the European events listed below are already scheduled and it might make sense to take this in account. In general, event scheduling must consider what impact particular dates of the event could have on the event's success. When organising a cultural heritage event addressing younger people, for example, the organisers would be best advised to consider the periods classes are held at universities, schools, etc. Also, competing events should be taken in account,

[1] "ISO 20121 - Sustainable events", ISO (www.iso.org), retrieved 2014-30-05

[2] "ISO 20121 - Sustainable events", ISO (www.iso.org), retrieved 2018-01-26

like popular sport events at the same time, because overlapping would be a problem for stakeholders. Trans-border events might need scheduling with a particularly long lead time to take many different interests into account (see potential events).

In this context it could be generally useful to make use of event calendars which provide the big picture of cultural heritage events for a certain region or even on the European level (see European Heritage Days and European Landscape Days).

European events: trans-national connections addressing a wider public

European Year of Cultural Heritage 2018 (EYCH)

From archaeological sites to architecture, from medieval castles to folklore traditions and arts, Europe's cultural heritage is at the very heart of the collective memory and identity of European citizens. The rich national, regional and local diversity of Europe is a unique catalyst for exchanges between people of all ages, social backgrounds and cultures.[3] Throughout 2018, the European Year of Cultural Heritage (EYCH) will celebrate the diverse cultural heritage across Europe at the EU, national, regional and local levels. This makes it potentially interesting for the vertical integration that we have mentioned in the Public Sector chapter. Having events related to the EYCH can help with the integration.

The EYCH is an opportunity for one and all to experience, appreciate, and enjoy cultural heritage. Everyone is invited to join the thousands of activities taking place across Europe to involve people more closely with cultural heritage. Obviously the EYCH can help the policy development

[3] http://www.europeanheritagedays.com/Home/Heritage-and-communities.aspx

process in terms of activating people, but also raise awareness in general or on specific aspects that have been identified by the stakeholders as important for the region.

On the other hand, it is a singular event. Therefore it is a unique opportunity and obviously not something that could be used frequently to address different issues. The actual EYCH will be celebrated in 2018 only, and had a very short time of barely twelve months for its preparation. For some regions this was simply not enough to initiate events at national, regional and local level.

Nonetheless, the European Commission launched 10 initiatives, grouped in four pillars, to streamline cultural heritage policy on EU level:

ENGAGEMENT PILLAR

1. Sharing heritage, history and values, to bring Europeans closer together

This initiative aims to allow people in Europe to share their own cultural heritage, get to know others', connect the local to the

European level, and understand how much of our heritage is shared. It will help raise awareness of common history and values, reinforce a sense of belonging to a common European space, and ultimately bring individuals and communities closer together. It will encourage discovery and appreciation of the richness of Europe's cultural heritage, with a particular focus on hard-to-reach groups.

2. Heritage at school: children discovering Europe's most precious treasures and traditions

The aim of the initiative is to maximise the impact of the Erasmus+ programme in the field of cultural heritage education and to encourage greater awareness in schools of Europe's rich cultural heritage in all its forms, through visits, encounters with heritage experts, and playful educational activities. Children and their parents are invited to engage with cultural heritage beyond the classroom, drawing on the experiences of elderly people (e.g. grandparents) and local communities, thus contributing to the intergenerational dialogue.

3. Youth for heritage: young people bringing new life to heritage

Young people are the best ambassadors of European values. They travel, work, study, and train in countries across the EU. Mobility allows them to discover and enjoy Europe's cultural heritage. The EYCH will empower young people to better appreciate their cultural heritage, interact with it and through it, and participate in society. This will also be the opportunity for them to engage more frequently as volunteers in activities that aim at protecting, safeguarding and promoting heritage. Ultimately, the year can stimulate young people to reflect on the Europe they want. The objective is also to increase their access to cultural heritage, including by digital means, and to support their creativity when it comes to cultural heritage.

SUSTAINABILITY PILLAR

4. Heritage in transition: re-imagining industrial, religious and military spaces for the regeneration of urban and rural areas

This initiative aims at promoting smart ways and good practice to transform Europe's industrial, religious and military heritage for new uses and users and to turn it into a driver of economic and social development for European cities and regions. With the evolution of European societies, a lot of industrial, religious and military heritage has lost its original function. Yet through smart restoration, renovation or transformation, these buildings and sites can find new, mixed or extended uses. This can increase their social and economic value while respecting their cultural or historical significance. Once they are transformed into 'third places' (cultural venues or attractions for tourists), these sites bring economic and social dynamism into cities and regions where they belong. The regeneration of industrial, religious and military heritage for new uses makes a clear contribution to the EU's Sustainable Development Goals and this initiative is therefore to be seen in the wider context of the EU Regional Policy and Urban Agenda.

5. Tourism and heritage: promoting sustainable cultural tourism

There is much debate around the concept of 'sustainable tourism'. The word sustainable suggests a state that can be maintained (perhaps even indefinitely), whereas tourism implies constant adaptation to consumer demands. This initiative explores the relationship between the cultural heritage and cultural tourism; it examines the concept of the sustainability of cultural heritage along with the economic benefits of tourism. Finally, the European Year of Tourism with China, which is also happening in 2018, is an opportunity to create synergies and deepen discussion on sustainable cultural tourism.

PROTECTION PILLAR

6. Cherishing heritage: developing quality standards for intervention on cultural heritage

This initiative aims to find the right balance between on the one hand quality in conservation and safeguarding, and on the other dynamic approaches to restoration and maintenance, innovative re-use and enhancement of cultural heritage.

7. Heritage at risk: Fighting against illicit trade in cultural goods and managing risks in heritage sites

The proposed initiative aims, on the one hand, to enhance cooperation on risk management for cultural heritage in Europe and, on the other, raise awareness about the implications of illicit trade in cultural goods – both within and outside the EU.

INNOVATION PILLAR

8. Skills for Heritage: enhancing education and training for traditional and new professions

This initiative aims to attract young people to heritage-related jobs and ensure the transmission of European expertise in the field, while accompanying the adaptation of heritage-related professions to the digital world.

9. Heritage for all: citizen participation and social innovation

The initiative will aim at placing people and communities at the centre of cultural heritage management, and involving them in making decisions about heritage. It should also promote a transversal approach to cultural heritage, cutting across several public policies beyond the cultural (i.e. social cohesion, regional development, education, the digital agenda, research and innovation), thus contributing to social innovation in European societies and promoting the role of heritage as a strategic resource for sustainable Europe.

10. Science for heritage: research, innovation, science and technology for the benefit of heritage

The initiative aims to facilitate Research and Innovation (R&I) in addressing many challenges of the cultural heritage sector by stimulating the emergence of smart, new and highly advanced solutions in certain areas**.**

These initiatives can be addressed with regional and local projects, activities and events in 2018, but also thereafter, because the initiatives will continue after the year.

European Heritage Day

Launched in 1985, the European Heritage Days have been organised since 1999 as a joint initiative of the European Commission and the Council of Europe. In 2017, over 50 countries participated in the programme. In the recent European Year of Cultural Heritage a special edition of the European Heritage Days was celebrated.

The European Heritage Days are the most widely celebrated participatory cultural event shared by the citizens of Europe. Throughout September to mid-October, Europe's splendid natural heritage will be put into focus at cultural events all over Europe. More than 20 million people across Europe will visit more than 50,000 sites for free, most of them only open to the public during European Heritage Days. Urban nature sites, historic gardens, national reserves, home yards, national parks, heritage habitats and many other places will be brought into the spotlight to encourage active participation in natural heritage preservation and interpretation. More than 70,000 national and local events will celebrate Europe's natural treasures, enabling millions of people across Europe to explore connections between cultural and natural heritage, to discover the richness of nature and what it brings to people, and to help them get involved in the mission of preserving their heritage and keeping these connections alive.

Many events are organised in coastal and fluvial areas which highlight the interconnection with other regions across the sea or along a river. The chapter 'Heritage in European Coastal and Fluvial Landscapes' has highlighted these aspects already and reading it, some events which celebrate the common heritage come to the reader's mind. Analogous to the general aims of the European Heritage Days[4], events can help:

- raise citizens' awareness of the richness and cultural diversity of coastal and fluvial regions in Europe.
- create a climate fostering appreciation of the rich mosaic of European cultures – coastal and fluvial regions in particular have been hubs of innovation inward and outward.
- counter racism and xenophobia and encourage greater tolerance in Europe and beyond the national borders – especially for coastal and fluvial regions, which have seen numerous departures and arrivals over the centuries.
- inform the public and the political authorities about the need to protect cultural heritage against new and common threats (see the chapter 'Heritage in European Coastal and Fluvial Landscapes').
- invite coastal and fluvial regions in Europe to respond to the social, political and economic challenges it faces.

Relying on this unique relationship and bottom-up approach, the European Heritage Days have succeeded in stimulating civil society's participation and the specific involvement of youth, migrants and volunteers, and cross-border cooperation, thereby promoting the core principles of intercultural dialogue, partnership and civic responsibility.[5] Like the International Landscapes Day, this event format is perfect for addressing stakeholders in the private sector.

[4] http://www.europeanheritagedays.com/EHD-Programme/About/About-Us/

[5] https://www.coe.int/en/web/culture-and-heritage/european-heritage-days

The outreach of these regional and local events has been improved since the European institutions contributing towards a web-based Communications Portal, which is providing all Europeans with an equal opportunity to give visibility to their specific heritage and to celebrate it together as an expression of a common European heritage. The Portal expands our heritage and makes it accessible. The most rural and resource-limited event will have exactly the same access to the Portal and network tools as enjoyed by the most richly endowed heritage site. But it is not just heritage sites that will benefit from the Portal; it is also the thousands of local communities and volunteers in the Programme who will have greater visibility. Local organisers with modest resources will be able to reach European audiences for their events and attract tourists to undiscovered destinations.[6] Additionally, local organisers receive support in capacity-building for organising successful events (and in some cases, also financial support).

The European Heritage Days are a priority under Creative Europe. The European Heritage Days receive €200,000 in support from Creative Europe and €200,000 from the Council of Europe; events are funded with national or regional backing. The funding situation is quite diverse.

The European Heritage Days have a different theme for each year which is not obligatory.

European Landscape Days and International Landscape Day

There are also European events that follow the landscape approach, which is described in several places. At first glance the landscape events might be confused and seen as the same kind of event. But the European Landscape Days are a bottom-up initiative, while the International Landscape Day follows a top-down approach.

[6] http://www.europeanheritagedays.com/EHD-Programme/About/About-Us/

The European Landscape Days emerged at the end of the nineteen-nineties, when landscape enthusiasts in Piedmont organised the first Landscape Days as part of European Heritage Days. What started with a small number has today become more than 100 events per year in Italy and has spread from there to many other countries in Europe. In 2016 Poland had some 36 events, and the number is growing.

The International Landscape Days can be used for awareness-raising for the landscape approach. They can also highlight a certain aspect that is particularly interesting for the hosting region. The First International Landscape Day of the Council of Europe was held in 2017. Inspired by the European Landscape Convention, it invites local authorities, in Europe and beyond, to celebrate the landscape as 'an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity', and to develop policies on that basis. The Council of Europe encourages, in particular, the establishment of procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of landscape policies, considering that its protection, management and planning 'entail rights and responsibilities for everyone'. It is an event intended to be celebrated on 20 October every year, in commemoration of the signature of the European Landscape Convention on 20 October 2000.

As the Committee of Ministers of the Council of Europe emphasised in Recommendation CM/Rec(2017)7[7], the International Landscape Days 'consider the importance that quality and diversity of landscapes has for the minds and bodies of human beings, as well as for societies.'

[7] https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=0900001680750d64

Marinescape Forum events

The Marinescape Forum started in 2014 with the Marinescape Forum Bremen. CIVILSCAPE has set up this series of events that aims to increase dialogue between civil society, regional and national authorities. These conferences focus on the interaction between different stakeholders, including their role in participatory policymaking, planning, management and protection of coastal landscapes. The events will always highlight national and international examples and landscape perspectives in seminars and during excursions. With the Marinescape Forum CIVILSCAPE has established a series of Landscape Forums which are dedicated to marine and coastal landscapes. The Marinescape Forum events have been linked from the beginning to the annual European Maritime Days.

The European Maritime Day (EMD) was officially created on 20 May 2008. EMD is celebrated annually across Europe around 20 May to raise the visibility of maritime sectors and support an integrated approach to maritime affairs. The main event is the European Maritime Day conference, held in a different region with a different theme each year. This platform event welcomes Europe's growing maritime community, with industry professionals from across the EU joining policymakers to discuss, debate and exchange best practices. Participants come from ports, shipping industries, clusters, environmental associations, trade unions, scientific and research institutions, education, and local, regional, national and European authorities, amongst others. Over time the thematic focus has changed from 'Maritime Policy: Putting People First' in Gdansk 2011, 'Sustainable Growth from the Oceans, Seas and Coasts' in Gothenburg 2012 and 'Coastal Development and Sustainable Maritime Tourism' in Valletta 2013, towards energy production, transport and shipping issues. In fact, how regional policy development beyond these themes will be addressed in future is somewhat uncertain. Since 2012 CIVILSCAPE has provided workshops in the various thematic sessions of the EMD addressing marinescape planning and management.

As there are many of the European coastal and marine landscapes in transition (see the chapter 'Heritage in European Coastal and Fluvial Landscapes') – as a result, directly or indirectly, of human activities – there is a clear need to address these threats to the cultural and biological heritage. In addition, the Marinescape Forum will try to highlight the importance of a shared European marine identity to foster the development of certain regions.

The first Marinescape Forum in Bremen focused on different ways of collaboration and communication on a transnational level. The Landscape Forum aimed to identify the natural and cultural heritage of coastal landscapes. A particular challenge is to develop attractive ways of how to raise people's awareness of coastal cultural landscapes.

The next Marinescape Forum, in Piraeus in 2015, discussed the role of Marinescape Observatories as a joint stakeholder platform for planning, management and protection of marine and coastal landscapes. It led to the Marinescape Observatory Declaration.

The Marinescape Forum Poole in 2017 was already used by the HERICOAST partners to discuss different methods of evidence-based policymaking and how cultural heritage matters for different stakeholders.

With the Marinescape Forum Burgas in 2018, the HERICOAST partners will discuss with experts and stakeholders from other regions how the toolbox can be used for implementing a regional policy development process addressing the specific needs of the coastal and fluvial regions.

Currently, in the context of the programming for the upcoming Decade of Action for Landscapes in Europe (DALE) 2018-27, CIVILSCAPE is discussing the potential themes for the next Marinescape Forum events with various partners. The Decade of Action for Landscapes in Europe (DALE) 2018-27 has been initiated by a number of European networks and is intended to be a legacy of the European Year of Cultural Heritage 2018. There is also a proposal to, for the future, always organise the Marinescape Forum events in the hosting port city of the European

Maritime Days. This might be an opportunity for the partner regions in HERICOAST to host such an event and to address a certain theme of interest for the further policy development and the transnational collaboration.

Other potential events

European anniversaries are often used to streamline funding schemes, for example the Creative Culture programme. Actions and events that celebrate certain European anniversaries meet the priorities of calls in such anniversary years (like during the European Year of Cultural Heritage). When thinking about transnational events and activities, it can be useful to take relevant anniversaries in account. For example, any major anniversary of an enlargement of the European Union (1973, 1981, 1986, 1995, 2004, 2007 and 2013) could be taken advantage of to highlight the exchange with other regions across the sea or along the river as an effect of the enlargement. To take another example, the anniversary of the fall of the Iron Curtain is scheduled to be observed on European level in 2021.

Another option is the revitalisation of historic events and methods. One example is the traditional fishing of certain species, like the Almadraba technique for catching bluefin tuna in the Mediterranean and the Atlantic. Bluefin tuna is one of the most important fish species in terms of value and employment in the EU. Eastern bluefin tuna trap-set harvesting is currently only practiced in Italy, Morocco, Portugal and Spain, though historically the method was widely used throughout the Mediterranean Sea, and is of socio-economic and cultural relevance. Almadraba is more labour-intensive than any other fishing method and this form of production is increasingly appreciated by a high-end consumer market, both national and international.[8]

[8] http://www.europarl.europa.eu/RegData/etudes/STUD/2015/540367/IPOL_STU(2015)540367_EN.pdf

Another example is the historic fishing for the Atlantic herring, which appeared seasonally at the coast around the North Sea and Baltic Sea in massive schools. Schools from an individual stock generally travel in a triangular pattern between their spawning grounds, e.g. Southern Norway, their feeding grounds (Iceland) and their nursery grounds (Northern Norway).[9]

Local events: social, cultural and economic boost for a region

Local events and celebrations, often derived from local traditions and therefore recurring every year, can boost a local community in three major ways. Firstly, the simple fact of being together can foster a positive sense of community. Combined with the experience of the attention and interest showed by visitors, events and celebrations are likely to enhance the residents' pride and in the longer term promote the preservation and cultivation of local heritage. With the increased attention on different heritage elements that comes with events, they can create a positive and informal learning environment. For example, the events and celebrations using the Castilla Waterway have changed the local perception of it from being disused and outdated infrastructure to a valuable cultural heritage. For events such as the celebration of Epiphany in January and the Horse Fair in July, the Castilla Waterway has become an indispensable backdrop. It is an essential part of the activity; the event would be neither possible nor powerful without it. These events have helped recreating the local inhabitants' connection with the waterway.

[9] https://en.wikipedia.org/wiki/Atlantic_herring

Secondly, visitors spend their money within the community, enhancing the local economy and supporting restaurants, hotels, and other tourism-related businesses. A shared experience among the HERICOAST partners is that such an economic impact might also be followed by increased civic pride, leading to a better environment, improved infrastructure, revival of local traditions, and new employment opportunities, all this having a positive impact on the quality of life of the local residents. A potential negative impact could be that a too narrow focus on economic benefits might lead to a decrease in public support for the event. As a strategy to stimulate the positive economic impact, a network of the municipalities in the region of Molise is using the Coast of the Dolphins as a shared trademark in institutional communications and events. Thanks to this brand, the municipalities promote the Coast of the Dolphins collaboratively and cooperate closely with tour operators in order to attract visitors with various activities, events and celebrations, from contemporary art to nature, from music to gastronomy, from folklore to theatre, and from cinema to festivals.

Thirdly, cultural heritage events are an important source of creativity. Often they provide an opportunity for telling the stories of the past through different types of re-enactments. It can generate new ideas and ways to interpret and reuse historic environments and buildings, making them accessible to citizens and visitors. In this way events can be an avenue for communities to reconnect their tangible heritage with their own memories and the intangible heritage such as myths, stories and songs**.**

For example, the celebration of the Privateer Days in Farsund is a longtime celebration in which the municipality, volunteers and local businesses set up a scenic play in the harbour basin re-enacting an important part of the history in the town. Through this celebration, the citizens can identify with an old part of the history on a more emotional level. For the Molise Region in the Municipality of Termoli, every year on the 15th of August is the biggest event on the Coast of the Dolphins

festival calendar, the Fire of the Castle. This event, which commemorates the assault of the Ottoman troops led by Piyale Paşain 1566, attracts the most visitors by far, about 150,000 residents and tourists who gather on the beach and in the old town.

Example: Enhancement of Castile waterway with cultural activities in Castile and León, Spain

Initially, the local population didn't appreciate the Castile waterway and only a few tourists ever came to visit the site, but the municipality of Medina de Rioseco in Valladolid managed to enhance the dock of the waterway through the implementation of annual cultural and social activities.It is important to point out the collaboration of the different administrations in completing the restoration and embellishment of the waterway environment and adjacent buildings (for further information see the practice description *Transformation of a canal and former flour factories industrial building in Valladolid in the region Castile and León, Spain* in the chapter 4. *Public sector – administration and politicians*). The Provincial Government of Valladolid restored the towpaths, relighted the dock, and acquired the *Antonio de Ulloa*. This restoration and embellishment of the waterway environment and adjacent buildings has been transformed into an attractive 'stage' for various types of events all year round. Two annual key events are the Epiphany celebration in January and the Horse Fair in July.

Every year, the Celebration of the Epiphany is held during the night of the 5th to the 6th of January. A video mapping is projected on the walls of the former San Antonio flour company, and fireworks produce brilliant lighting effects on the Castilla waterway. The Majesties of the Orient arrive on the ship *Antonio de Ulloa* sailing through the waters of the Castilla Waterway, where more than 6,000 adults and children (60% tourists and 40% locals) await

them. The city council of Medina de Rioseco organises this event with the support of the provincial government of Valladolid. A high point in the history of this event came recently when Medina de Rioseco was awarded European City of Christmas 2018 by the Ibero- America Europe foundation.

The Provincial Government of Valladolid contributes economically to the video mapping and provides the *Antonio de Ulloa* to the town council for this event. The business owners make a small economic contribution towards the development of that event, and some of them put their tractors and trailers at the town's disposal to carry the parade floats that accompany the three wise men on their journey through the streets of the town until the arrival at the town hall where they are received by hundreds of children.

Different decision-makers from cultural associations participate in the improvement of this cultural heritage; in this case, each year this event involves the cultural associations of the municipality and the preparation of this event falls on one of these different cultural associations that exist in the municipality, and they are in charge of preparing this Christmas event with the voluntary collaboration of its members and residents of the municipality. They dress up to go with the three wise men, or to ride on the parade floats throwing sweets to the children. This celebration has improved every year; in the first years of the celebration there was only the arrival of the three wise men at the dock, but year by year, it has been adding elements, such as the video mapping on the walls of the former flour company of San Antonio, the fireworks, more parade floats, and even an exhibition of classic cars.

The annual Horse Fair is held at the dock of the Castile waterway during the last weekend of the month of July. It is a provisional stage organised by the riding club of Medina de Rioseco, and has

more than 100 members. It is financially supported by local entrepreneurs who make contributions to the celebration of this event, and administratively supported by various public bodies, including the provincial government of Valladolid and (most prominently) the city council of Medina de Rioseco. This fair includes lots of activities such as Sevillanas dancing, concerts, music, and dressage and riding exhibitions through the towpath of the waterway where the Castile waterway takes centre stage. More than 15,000 people go to the Horse Fair and the local community participates in the event and plays an active role in the organisation as volunteers. People dress up in flamenco dress and participate in all activities. The event includes a new attraction every year, which draws more visitors; in 2017, there was a dressage competition in which local people participated with their horses.

These and other activities at Castile waterway seem to be paying off, since the number of visitors increases every year. As the offer of activities is very broad, it draws a large audience of all ages and sectors of the population. Also, local hotels, pubs and restaurants have increased their occupancy. The key to this success is to observe the local demands of leisure and to respond to these by offering good services that are secured in a sustainable infrastructure.

Activities in the castile Waterway in Medina de Riosecto. Credits Fernando Fradejas 2017Town council Medina de Rioseco

Example: Privateer Days in Farsund, Norway

Launched in 1985, the Privateer Days has developed into the biggest cultural event of the Farsund Municipality and attracts thousands of spectators. The pertinence of the event and the extensive cooperation that it relies on is evidence of its success and economic, social and cultural relevance. On the economic side, today the municipality has a big share of total nights spent in the region, with currently more than 2,500, many of these in the marina of the city.

A key to the success of the event has been the extensive cooperation between local business association, volunteers and the municipality. The local business association and the

municipality are both committed to the event by jointly funding the project manager. The project manager reports to the steering group with a balanced representation from the tourist association, local business association and the municipality. Furthermore, the festival has an active strategy for involving an extensive list of civil society organisations ranging from cultural entrepreneurs to a variety of maritime, religious and sports associations. These organisations are involved in the planning throughout the whole year, with at least 2-3 joint meetings held. The cooperation with civil society associations gives access to a large amount of resources that go towards cultural activities during the festival, such as historic boats available for tours or used as background decor, security facilities, cultural and religious acts, etc.

Farsund is a peripheral municipality with a small year-round population of 9,000. During summer, the city competes for the high number of domestic tourists visiting the region. In this context, the city has acknowledged its distinctive cultural heritage as a resource for developing cultural experiences.

The cultural heritage dates back to the Napoleonic War fought from 1804-1814, when residents equipped sailboats to plunder passing ships, giving the city a significant economic boost. While most of the tangible heritage from privateering is gone, some traces can be seen in the townscape. Otherwise, the history of privateering remains inaccessible and mostly exists as legends and stories.

The yearly Privateer Days festival is the biggest cultural event in the town. Key features are historic re-enactments such as a piracy-themed live show and pirate tours. By using the harbour basin as the focal point for all experiences, the festival takes back a maritime space that would otherwise be essentially inaccessible for most land-based visitors today. The festival aims in this way to convey a maritime sense of the city with a historical

connotation to the age of privateering, where the sea was the main infrastructure.

The festival is a cooperation between local businesses, the municipality and volunteers who all see a positive impact on the economic, social and cultural life. The local businesses and municipality are co-funding the project manager in charge of the festival. The festival is dependent on the high number of volunteers, and the live show involves more than 9 volunteer associations and 100 persons as actors, sailors etc.

Privateers Days in Farsund. Credit Sigrid Harket Sandal, Farsund 365

Example: Coast of the Dolphins in Molise, Italy

The particular position of the city of Termoli gives it a wide view of the Adriatic Sea from north to south, and from its promenade it is easy to see dolphins swimming in groups in front of the city. The 'Costa dei Delfini' (Coast of the Dolphins) is a sustainable tourism marketing project implemented by the coastal municipalities of Molise, that is Termoli (lead), Campomarino, Montenero di Bisaccia and Petacciato.

The project aims to implement a new strategy to harmonise the economic development of tourism and the cultural/natural heritage of the Molise coast, as follows:

1. Developing a territorial marketing project on 4 coastal counties and 5 inland counties
2. Creating a brand and a communication strategy, sharing an image that identifies the entire coastline of the Molise
3. Approval of the trademark by the municipal councils
4. Creation of a network between all economic and institutional actors by increasing opportunities
5. Creating partnerships with the two training institutions that play a strategic role in the city of Termoli: the Hotel Institute and the University of Molise
6. Increasing the attractiveness of the Molise coast and creating jobs in the tourist information, accommodation and hospitality sectors

The Molise coast offers 3 marinas and a commercial port (Termoli), about 150 restaurants and 100 hotels, B&Bs and camping, and 30 bathhouses in an environmental context ringed by long sandy beaches with valuable dune habitats. It is necessary to develop a unified tourism strategy with the potential to attract tourists with a wide range of activities. Municipalities, the main promoters of

the Coast of the Dolphins, have the task of creating the best environment to allow tour operators to welcome tourists, essential for a small territory with a great touristic potential.

It is essential to create a brand that can instil confidence in the operators of the hospitality and accommodation sectors, and which can be of interest to potential tourists of the coast.Another implementation element is the shared program of events involving all counties, a real itinerary that allows enjoyment of a variety of content: from contemporary art to nature, from music to gastronomy, from folklore to theatre, from cinema to festivals.

One example of such an event is the Fire of the Castle, which takes place every year on 15 August in Termoli. It is an event that attracts the largest number of people in the summer in the region. It commemorates the assault of the Ottoman troops led by Piyale Paşa who, in 1566, after being rejected by the local population, sacked and burned the ancient village.

This event draws some 150,000 people, both residents and tourists, to gather on the beach below the village.

COSTA DEI DELFINI
IL MARE E LA TERRA DEL MOLISE

Coast of the Dolphins in Molise. Courtesy of Municipality of Termoli

General recommendations for organising a successful local event

To summarise, there are a number of elements that should be considered in order to ensure a successful celebration:

1. *What do we have?* Identify the story and its key components that the event should tell. Following on from this, one should also find a suitable scene for the event. Alternative use of historic buildings or environments provides an opportunity to emphasise the extraordinary aspects of the event.

2. *Establish the role of the entrepreneurs and local community*. They play vital roles in developing cultural heritage through celebrations. Extensive involvement by them allows their needs and wishes to be a guiding principle of the event. The events in turn are seen as an important tool for attracting visitors and building the image within different communities. These celebrations provide citizens the opportunity to see how local communities celebrate their culture and help visitors interact with the host community.

3. *Organising the event,* including (a) preparing a budget for all possible expenses, incomes, sponsors, and contingent expenses, (b) deciding on time and place strategically (the right timing is crucial!), (c) installing a project leader (and team) to coordinate and organise the event, and (d) promoting the event with brochures, advertisements, press releases, mailings, etc.

4. *Evaluate the event and monitor the results* to increase the quality of the impact in the following year. This can be done in many ways depending on how the impacts of the event are being monitored. As part of this the organisers should agree on a set of indicators such as hours of volunteer work, number of visitors, etc. An ongoing evaluation is necessary for obtaining long-term sustainability.

Conclusions

This kind of celebration of cultural heritage can generate both tangible and intangible social benefits to a destination, in addition to economic gains. In the context of the rise of participatory governance (as outlined in the chapter 'Public sector - administrations and politicians') the events provide an opportunity to facilitate a vertical integration of stakeholders bringing together public authorities with stakeholders from both profit and non-profit parts of civil society. Based on the examples described above, a successful event requires a balanced approach where all stakeholders' responsibilities and involvement are in a fair proportion to their ability to influence the planning of and benefit from the event.

As a consequence, successful events are likely to become a unique learning experience increasing everyone's awareness of cultural heritage as a shared resource. Furthermore, successful events represent concrete examples of how to develop synergies between tourism strategies and the local cultural sectors in line with the EU recommendations on participatory heritage governance (European Union, 2014). The active involvement of local communities in the event can on the one hand foster quality tourism offerings and, on the other, contribute to the revitalisation of the local community at the same time. In turn, this will strengthen the cultural heritage by balancing economic opportunities and the well-being of citizens.

References

European Union (2014). *Council conclusions on participatory governance of cultural heritage*. Council of the European Union (2014/C 463/01).