

**INNOvating policy instruments for historic
CASTLEs, manors and estates**

ACTION PLAN

ROMANIA

February 2021

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ROMANIA

ACTION PLAN

NATIONAL INSTITUTE OF HERITAGE

Innocastle Action Plan



Institutul Național al
Patrimoniului

Ministerul Culturii

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1. GENERAL INFORMATION

Project INNOCASTLE (PGI05215): INNOvating policy instruments for historic CASTLEs, manors and estates

Partner organization: National Institute of Heritage

Country: Romania

NUTS2 region: Center Region

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The Action Plan aims to impact:

Investment for Growth and Jobs programme

European Territorial Cooperation programme

Other regional development policy instrument

Name of the policy instruments addressed:

- Regional Operational Programme (ROP) 2021 - 2027
- National Restoration Plan of Historic Monuments (NRPHM)

2. INTRODUCTION

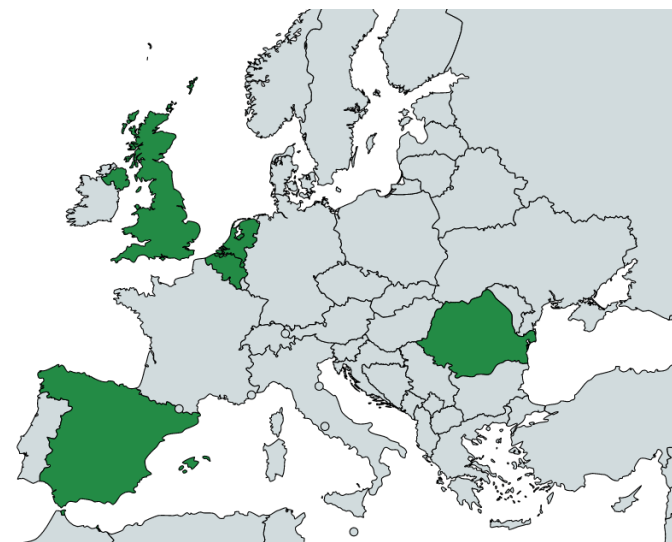
2.1 INNOvating policy instruments for historic CASTLEs, manors and estates

Innocastle is an Interreg Europe funded project running from mid-2018 to the end of 2022. The central issue addressed is that in most European countries, current policies towards the preservation, transformation and exploitation of historic castles, manors and estates are outdated and do not reflect their real needs and opportunities. There is a need for a better and more integrated governance, a better understanding of the economic possibilities and a better promotion and visibility for these historic sites.

Project partners:

- National Institute Heritage - Romania (Project Leader)
- University College Ghent - Belgium
- Diputación de Badajoz - Spain
- The National Trust for Places of Historic Interest and of Natural Beauty - United Kingdom
- Province of Gelderland - The Netherlands

Figure 1: INNOCastle regions



2.2 Local Action Plans

The Local Action Plan (LAP) is the key deliverable of the inter-regional learning process of Innocastle. Produced by each region, the Action Plan is a document providing details on how the lessons learnt from the cooperation will be developed in order to improve the policy instrument addressed within their region.

During the inter-regional learning process which took place in the first five semesters of the project (June 2018 - November 2020), the partners from the five European regions participated in three key activities:

- Inter-regional exchange - through study visits, thematic seminars, peer reviews, identification of replicable good practices, partners learning from other regions' approach.
- Development of a national level baseline survey that is comparable among the partner regions - collecting data and surveying existing policies and practices across the regions. Identifying and analysing learning cases in each region.
- Participative process with local stakeholders (through meetings, workshops, learning cases, study visits, conferences, etc)

The Local Action Plans follow up on these activities and identify a set of actions to improve each of the policy instruments addressed through the project.

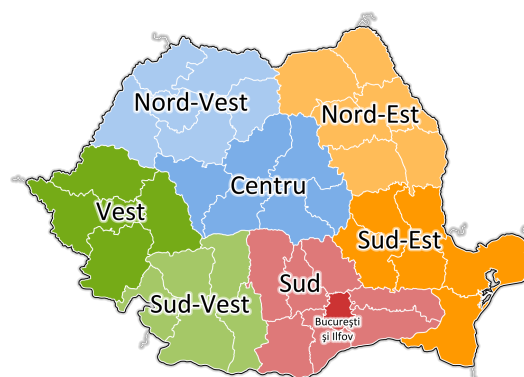
The action plan developed by the National Institute Heritage (NIH) aims to improve two national financing instruments, Regional Operational Programme (ROP) 2021 - 2027 and the National Restoration Plan of Historic Monuments (NRPHM). Although the instruments intended to improve the ROP will be developed in collaboration with the *Center Regional Development Agency* (RDA), one of the eight regional agencies in the country, the envisioned results will be disseminated at national level to be further implemented. The instruments envisioned for the improvement of the National Restoration Plan of Historic Monuments (NRPHM) can also be applied on any financing instrument dealing with immobile heritage. As such, the implementation of the Local Action Plan can be seen as a pilot.

3. REGIONAL CONTEXT

The Romanian regional context has been extensively described in the baseline survey which can be consulted via <https://www.interregeurope.eu/innocastle/news/news-article/9780/the-innocastle-baseline-survey>.

3.1 General Information

The Center Development Region is located in the center of Romania and it is geographically defined by the curve of the Carpathian Mountains as well as the Mureș and Olt rivers. Together with North-West and West development regions, it used to constitute Transylvania, a historical region defined by its multicultural and multireligious aspects and strong connection to the central and western-European values.



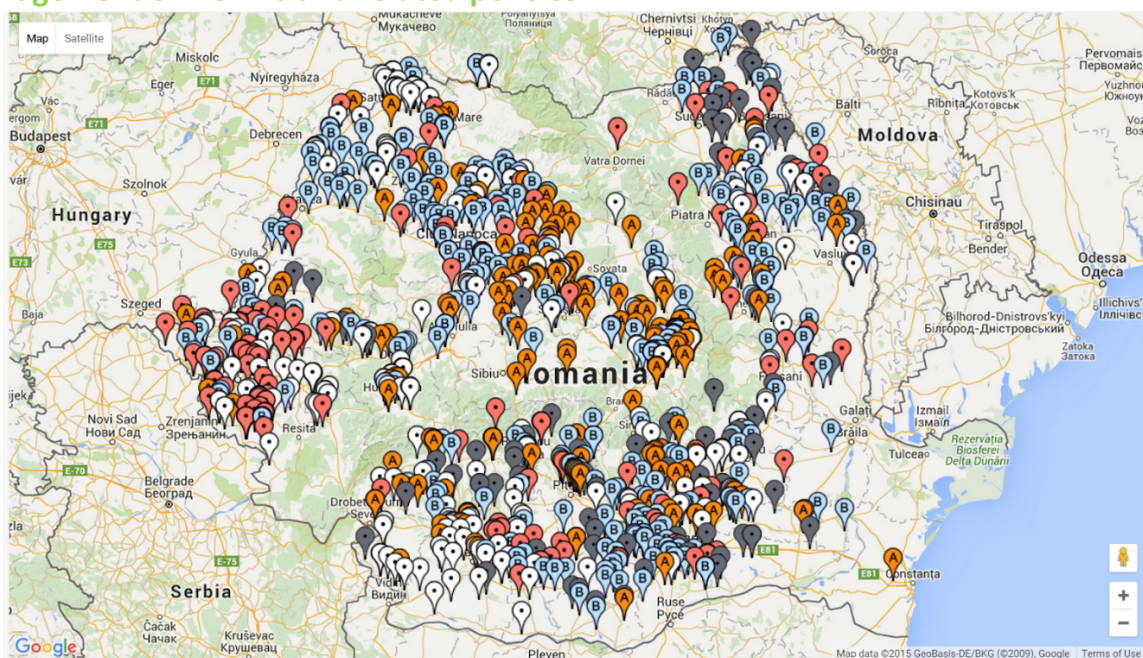
Center Development Region is one out of eight Romanian territorial units, without administrative role and legal personality, equivalent to NUTS2. The region constitutes an association of six administrative-territorial units Alba, Brașov, Covasna, Harghita, Mureș and Sibiu counties and represents the elaboration, implementation and evaluation framework for regional development policies. The *Agency for Regional Development Center* is a public service non-governmental and non-profit organization governed by a Board for Regional Development in which the County Councils are main stakeholders. The Agency has no law-enforcement power at regional level, being in charge only with the management of European funds, and with the elaboration of regional development plans, strategies and projects.

From an economic point of view the *Center Development Region* still keeps a mostly industrial profile as the sector makes a significant contribution to the regional gross domestic product, 33% in 2016 and occupies 30.8% of the active population. The service sector, concentrated in the large urban centers and their adjacent areas, brings more than 55.8% of the regional gross domestic product and occupies 30.4 % of the active population. The agriculture sector, the traditional and main activity in the rural areas, produces only 4.6% of the regional gross domestic product while it occupies almost half of the rural population (16,8% of the active population).

Tourism is considered a sector with high economic potential; it has seen significant improvements in segments such as agro-tourism, but does not yet play an important part in the regional economy. Various studies have shown that among the tourism segments with the highest potential for development in the *Center Development Region* are cultural and rural tourism, an aspect linked to the region's cultural diversity and its rich nature. Despite being the main features of the region, cultural and natural aspects are not given the proper importance and are endangered due to constant and significant changes that affect the ethnic structure of the population, poor management of heritage, constant loss of biodiversity

and its unsustainable exploitation. From a territorial point of view, tourism is currently focused on certain areas such as the mountain resorts and the large cities (Braşov, Sibiu and Alba Iulia), but one can see several efforts of popularizing a larger territory. Despite being at the beginning of developing the sector the Center Region is one of Romania's best-known areas for tourism.

3.2 Local/Regional analysis of the current situation with regard to the exploitation and management of HCMEs and related policies



| | | | |
|--|--|--|---|
| | Historical monuments with national and exceptional value | | Constructions and ensembles not part of the Historical Monuments List (legally unprotected) |
| | Historical monuments with local value | | Undocumented historical constructions and assemblies |
| | | | Lost historical constructions and assemblies |

Source: Monumente Uitate Project, ARCHÉ Association

Within the Innocastle project, Romania's HCMEs were defined by the project experts as economic and administrative centers of the feudal domains that comprise a residence building and outbuildings (such as: kitchen, stables, granary, greenhouse, crypt, chapel or parish church which served as a family burial place etc.); sometimes fortifications and a garden or park.

Based on this definition, the number of HCMEs identified for this study was obtained from the Monumente Uitate online database that maps more than 1,000 sites in Romania, of which only 870 are still *in situ*. The HCMEs are generally evenly distributed between the development regions of Romania,

with the South-Muntenia (174) and Center (156) regions scoring the highest numbers and South - East (37) and Bucharest - Ilfov regions (19) scoring the lowest. From the perspective of legal protection, the Law no. 422/2001 concerning the protection of historic monuments, which is an organic law adopted by the state, defines the main frame. Historic monuments are inscribed on The List of Historic Monuments, upgraded and published in the Official Gazette every five years, by the Ministry of Culture. The National Institute of Heritage is the institution responsible for keeping the evidence of the historical monuments and updating any changes in the List of Historic Monuments. The historic monuments are defined as individual monuments, ensembles and sites, of national and local importance and the law provides the same level of protection, irrespective of the category to which a monument belongs. The same law states that each monument enjoys a buffer zone. Another legal source of protection is provided by the regulations for territorial and urban planning. Local authorities should include in the General Urban Plans and the Zonal Urban Area Plans provisions for the protection of historic monuments and also define protected areas of local importance having urbanistic and architectural value, which are not inscribed on the List of Historic Monuments. Still, many times these instruments are less effective than expected, due to the fact that the General Urban Plans and Zonal Urban Area Plans of many local authorities are old and obsolete, do not include adequate protection measures or/and do not reflect current realities of the territory. This is even more so in the rural areas, thereby having a substantial impact on the HCMEs.

At territorial level, the HCMEs from *Center Development Region* compose several clusters shaped in time by geographical elements and statal organization. Erected on the most important estates of the feudal domains the *Center Development Region* castles and manors were the heart of the rural areas. Their emergence and evolution in the multi-ethnic environment created by the rich history of the region resulted in a particular historical cultural landscape. In fact, several types of cultural landscapes can be identified in the region: (1) the economic and administrative rural networks, (2) the family-owned domains - composed of forests, agricultural land, human settlements, aristocratic estates, religious structures that served as a family burial place, (3) the local relationship between natural surroundings, the village and the aristocratic estate.

Today, the rural estates in Romania are slowly gaining more public interest especially from NGO's and young people. At the same time, more and more private owners managed to regain their properties, after being in the state's property for one generation. However, spatial fragmentation as well as the ownership disruption has had a strong impact on the capacity of owners to manage and financially sustain rural estates. The fragmentation affected especially parks, which have been generally destroyed and are now difficult to identify. Moreover, only 50% of the estates have retained all their historic buildings on site. While they present a high touristic potential (especially as a network), they remain relatively inaccessible by means of the existing infrastructure. County and communal roads are generally in poor condition, and rural estates are not connected by alternative transport routes (bicycle, pedestrian). Local initiatives in this regard have encountered many legal obstacles, Route to Mureș of Unda Verde Association (Green Wave Association) from Târgu Mureș to Reghin, being one of the few.

3.3 Policy instruments to be addressed by this LAP

3.3.1 Regional Operational Programme 2021 - 2027 (Center Region, Romania) is co-financed from Structural Funds, through the European Regional Development Fund, and from the state budget of Romania, with Regional Development Agencies as Managing Authorities. The 2021-2027 financing period has brought an important shift in ROP, as the management of the program has been passed from central - the Ministry of Development, Public Works and Administration, former Ministry of Regional Development and Public Administration- to regional level.

The general objective of the program is to increase economic competitiveness and to improve the living conditions of the local and regional communities by supporting the development of the business environment and infrastructure provision and the services, which will ensure a sustainable development of the regions. The success of investments through ROP has a predefined monitoring period of 5 years in which only economic and tourism information are used as evaluation indicators.

The relevant Targeted Priorities are: 5.2 Increasing the role of culture and tourism in economic development, social inclusion and social innovation and 6.2 Promoting integrated social development, economic and environmental issues at the local level and cultural heritage, tourism and security outside urban areas.

Destinations for the funds: still to be determined.

Types of investment: still to be determined.

Types of beneficiaries: Local public administration authorities, but also enterprises, incubators or business accelerators, as well as universities, clusters, research and development organizations.

3.3.2 The National Program for the Restoration of Historic Monuments (NPRHM) is the instrument through which the Ministry of Culture funds research, consolidation, restoration and enhancement of historic monuments. The program is currently managed by the National Institute for Heritage and is governed by the methodological norms established by order of the Minister. The specificity of this program is given by the fact that the services needed for the interventions on the historic monuments are contracted and paid for by the program manager, i.e., the National Institute for Heritage, which has the role of contractor in relation to the providers of design and execution services of the restoration works.

NPRHM is one of the oldest instruments for financing restoration and conservation of historic monuments in Romania. Over time it experienced various changes – not always beneficial - in terms of both regulations and management. NPRHM is funded from the Romanian state budget, on an annual basis, and managed by the National Institute for Heritage. The Institute is responsible for the annual planning and execution of investment projects, while the Ministry of Culture approves the investment plan and secures

the funds. The planning is based on priorities established by the National Commission of Historic Monuments, the scientific body working alongside the Ministry of Culture.

Destinations for the collected funds:

- elaboration of technical-economic documentation (for all the design stages along with bill of quantities and costs and required approvals)
- financing urgent intervention works, preservation, consolidation, restoration and interpreting and presenting the historical monuments, including artistic components and archeological works
- financing specialized technical assistance on site.

Types of investments: NPRHM finances activities related to research, design, consolidation, restoration and valorization of historic monuments.

Types of beneficiaries: The program is open to historic monuments owned by public authorities and institutions, by religious organisations and, since November 2019, by natural and legal private persons.

4. PROPOSED INTERVENTION TO SOLVE THE PROBLEM

4.1 Challenges identified for financing instruments in Romania

Through various stakeholder meetings, learning cases and the Innocastle baseline survey, several improvement points have been developed for all heritage financing programmes in Romania which could be further addressed in the action plan.

| | | |
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| General Challenges | Development & re-use | Lack of a strategic plan on a national and local level in terms of heritage conservation. |
| | Quality | Deficiencies in the legal framework leading to contradictory rules and poor enforcement of control mechanisms. |
| | Development & re-use | Because Romania is a low trust society, there is limited openness and know-how in developing partnerships around historic monuments at all levels. Lack of Public-Public partnerships (forming a heritage alliance between the various levels of public governance), Private-Private partnerships (the interdisciplinarity approach), Public-Private partnerships (lack of capacity). |
| | Knowledge | The general lack of data about historic monuments hinders the prioritization of funds in order to ensure safeguarding of heritage, and it also makes it difficult to develop appropriate financing instruments. |
| | Knowledge | Generally, parks are not well known or evaluated as monuments on their own. Often, they are in a poor condition. There are no dedicated funds for green heritage, but it can be included as landscape design in a restoration project, however with no assessment of heritage values. As it is a relatively new field, there are very few dedicated specialists. |
| | Quality | Need for complementary financing instruments for pre-design and post-restoration phases. In the current context, there is a lack of appropriate research prior to planning and execution and of sustainable maintenance plans. |
| | Quality | Low quality professional services regarding research, design and execution, related to the lack of competitiveness and continuous professional development (CPD). Lack of certifications for businesses providing restoration works. |

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| | Quality | Outdated mentalities and approaches of both professionals and the general public, which favour reconstruction of the ruins (Disneyfication). |
| | Quality | Lack of know-how in preventive maintenance. |
| | Development & re-use | Very few examples of initiatives involving the local community. Lack of know-how in community development. |
| | Development & re-use | Lack of know-how in developing dynamic cultural programmes based on heritage interpretation plans to raise engagement, as well as in branding and promoting cultural heritage sites based on local specificities. |
| | Development & re-use | Not enough know-how in both owners and public authorities in the sustainable exploitation of cultural heritage and/or innovative reuse models/ business models. Moreover, public financing instruments for restoration limit the possibilities of carrying out economic activities in the post investment period. |
| | Quality | Need to encourage and support knowledge, production and use of traditional materials through creating an adequate regulatory framework. Risk of loss of expert craftsmen, as current experts are not always passing down their knowledge to new apprentices. |
| | Development & re-use | EU funding is difficult to access by low-capacity owners, with some support schemes and measures being needed to support the application process. |
| Governance challenges | Quality | The framework agreement Regional Operational Programme (ROP) can only be modified during the negotiation period, in the beginning of the programming cycle. Lack of flexibility. |
| | Development & re-use | Lack of collaboration across sectors in the design of EU-funded financing instruments. The role of culture and heritage specialists in design of EU funds for heritage restorations is very limited. |
| | Quality | Co-creation is not promoted, stakeholders having a consultative role at the end of the decision-making process, with input usually not being integrated due to, for example, lack of resources. |
| | Development & re-use | Decision-making is unilateral and very centralized. |

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| | Quality | Lack of capacity of the heritage sector in general to answer the practical realities in the field. |
| Structural Challenges | Development & re-use | Diversification of project evaluation indicators (examples) to monitor the long-term impact of the restoration projects. Impact monitoring only on medium-term (5 years). Limited type of indicators used for measuring the success of a project, that do not provide a complete and adequate picture (for example ROP are mainly economic and tourism). In particular, a neglect of the indicators measuring aspects like interpretation, maintenance and added value to the local community. |
| | Development & re-use | Lack of understanding of the role that cultural and creative industries can play in ensuring the sustainability of a restoration project, and therefore no funds or resources available for collaboration with these industries. |
| | Development & re-use | A focus of the public funding of investments in historic monuments (both national and European sources) on the cultural and touristic use of monuments, neglecting other potential uses. |
| | Quality | Inadequate norms of public procurement, which do not allow the use of selection criteria relevant to restoration design and interventions. |
| Operational Challenges | Quality | Rigidity as regards the execution of the approved plans, creating obstacles to allow rapid reaction and adaptation to unpredicted realities which might occur during restoration works. |
| | Quality | Deficiency in the monitoring and quality control systems used during and after the completion of the restoration works and limited possibilities to apply sanctions for inadequate works. |

4.2 Proposed interventions

The challenges presented above reflect to a large extent the various limitations of the legal and administrative framework currently governing the grant giving mechanisms, including the two addressed instruments. They are generated and simultaneously constitute an expression of a rather limited understanding of what sustainable management of historic monuments entails and what their cultural, social and economic role is, in society in general and local communities in particular. Changing the obsolete vision regarding the role of immovable heritage is a great task that needs to be taken at all levels, from owners and administrators of historic monuments to grant givers and decision makers.

In the larger context of problems and weaknesses encountered in the design and implementation of the two financing programs, the current action plan will address:

- the preference for one-off investments, neglecting the role maintenance has to play in the long-term conservation of the historic monuments;
- the limited, and many times consumerist, approach towards the exploitation of historic monuments, with not enough attention to heritage values and the engagement of the local community;
- the limited definition of what might constitute the social, economic and environmental impact of historic monuments in the local communities, and the limited tools to measure it.

Activities for the Regional Operational Programme (ROP) 2021-2027 will take advantage of the interest the Regional Development Agency Center showed towards interpretation and maintenance plans, instruments presented by the National Institute of Heritage, which are useful in enhancing the sustainability of investments in heritage buildings.

Challenges:

The main challenges identified on the basis of the previous programme - Regional Operational Programme 2014 - 2020 - Investment Priority 5.1 “preservation, protection, promotion and development of the cultural heritage and identity”:

- interventions lack sustainability
- lack of knowledge - no prioritisation of funds
- green heritage (parks) not included
- low quality services
- lack of know-how in preventive maintenance

Objectives:

- ensure the proper use and maintenance of restored heritage buildings in order to prevent future loss of original value and high intervention costs;
- enhance the public engagement and proper understanding of local identity by promoting the intrinsic values of historic monuments.

Proposed actions:

- develop the framework for elaborating and implementing interpretation plans based on intrinsic values, tangible and intangible of historic monuments.
- develop the framework for elaborating and implementing maintenance plans.

Both instruments should become part of the application form, complementing the marketing and business plans that are now mandatory.

Activities for the National Program for the Restoration of Historic Monuments will focus on developing a monitoring protocol dedicated to better understanding the investment impact and identifying new ways to increase the overall investment impact at national level.

Challenges:

The main aspects which are limiting the potential impact of this funding instrument:

- Allocation of funds based on annual planning, leading to difficulties in respecting the calendar of execution for ongoing investment projects (interrupted or abandoned restoration projects);
- Reduced funds in the last years in relation with the needs;
- Reduced interest from the potential providers of services (design and execution of works);
- Low transparency regarding the results of the program.

Objectives:

- Enhancing the sustainability of investments in restoration of cultural heritage;
- Increasing the impact of the investments;
- Improving the credibility of NPRHM as a financing instrument for cultural heritage.

Proposed actions

- identify the data that is available and relevant in showing the impact of heritage investments on local development;
- develop and implement a monitoring protocol dedicated to evaluating the impact of heritage investments through NPRHM on the local development
- develop the contract model currently used in relation with the beneficiaries of the investments in order to operationalise the monitoring protocol

In order to ensure that the outputs of the action plan are properly integrated in the daily practice the National Institute of Heritage (NIH) aims to develop a support network dedicated to exchange of good practices.

An overview of challenges regarding each financing instrument can be found in the Baseline Survey <https://www.interregeurope.eu/innocastle/news/news-article/9780/the-innocastle-baseline-survey>.

5. STAKEHOLDERS INVOLVED

During this project, the National Institute of Heritage team had three meetings with the involved stakeholders. In order to understand the issues and identify possible solutions, the stakeholders were invited to participate in stakeholder meetings, as well as in study visits. The goal was to help them understand the process of experience exchange with international partners and experience examples of good practice, which in the end we would like to implement in Romania. Their input was most valuable as it helped to define a vision of improving the financial instruments approached within the project.

| ENTITY | NATURE | FIELD OF ACTIVITY/COMPETENCES |
|---|--------------------|---|
| National Institute of Heritage - Departments of Acquisitions and Design | National Authority | The National Institute of Heritage (NIH) is the main central institution that implements public policies in the field of cultural heritage protection in Romania. NIH ensures the research, evidence, inventory, protection and enhancement activities for all categories of cultural heritage - real estate, movable, intangible and digital - and manages the official inventories of cultural heritage. |
| Ministry of Culture - General Directorate of National Cultural Heritage | National Authority | <p>The Ministry of Culture is the central public authority responsible for creating and enacting policies and strategies in the field of culture.</p> <p>The General Directorate of National Cultural Heritage has the following responsibilities: proposes, elaborates, substantiates or, as the case may be, approves draft normative acts, according to the law, for its field of competence; formulates proposals and observations on the draft normative acts; endorses the norms and methodologies developed by the NIH; provides specialized consulting; monitors and ensures the application by the territory-distributed public services of the responsibilities and tasks incumbent on them according to the legal regulations regarding the protection of cultural heritage, in collaboration with the Decentralization Services Department; ensures the cooperation</p> |

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| | | between the specialized commissions that function at the Ministry, in order to make the administration more efficient. |
| Ministry of Culture - Project Management Unit | National Authority | The Project Management Unit is in charge of project management in order to fulfill the commitments of the Ministry of Culture, as implementing agency and as programme operator, with project implementation as beneficiary, and preparation and implementation of new programs and projects proposed for funding from non-reimbursable and reimbursable funds. |
| National Commission for Historical Monuments | National Authority | The National Commission of Historical Monuments is a specialized scientific body, with no legal entity, which operates under the Ministry of Culture and deliberates on measures and interventions for the protection of historical monuments. The Commission endorses the methodologies, regulations and technical-scientific measures in the field of protection of historical monuments, as well as the related strategies. |
| Zonal Commissions for Historical Monuments | National Authority - consultative role | The Zonal Commissions for Historical Monuments function as decentralized specialized scientific bodies of the Commission, without legal entity, with a consultative role in the field of protection of historical monuments. The Commission endorses the methodologies, norms and technical-scientific measures in the field of protection of historical monuments, as well as the strategies in the field. |
| Senate Commission for Culture | National Authority | The commissions of the Chamber of Deputies are its working bodies, established in order to fulfill the attributions provided by law and by the present regulation. The commissions of the Chamber of Deputies prepare the working documents for its work in plenary sessions and exercise parliamentary control. Field: art and culture institutions; protection of the national cultural heritage; the activity of the press and other mass media. |
| Ministry of Tourism | National Authority | The mission of the Ministry of Tourism is to ensure the strategic framework for the development of a sustainable,, socially equitable and ethical national tourism for local communities, that is safe for |

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| | | consumers and at the same time competitive, and a generator of economic growth, social inclusion and employment. |
| Ministry of Agriculture and Rural Development - General Directorate of Rural Development | National Authority | Managing Authority for the National Rural Development Program |
| Ministry of Environment - Biodiversity Directorate | National Authority | The Ministry of Environment implements the national policy in the fields of environmental protection, green economy, biodiversity, protected natural areas, climate change regarding all sectors and sub-sectors that it manages, elaborates the strategy and specific regulations for development of these activities within general policy of the Government, ensures and coordinates the application of the Government's strategy in its fields of competence, fulfilling the role of state authority, synthesis, coordination, regulation, monitoring, inspection and control in these fields. |
| National Directorate of Forests - Romsilva | National Authority | The National Directorate of Forests – Romsilva operates under the authority of the Ministry of Environment, Waters and Forests. NDF-Romsilva manages 22 national and natural parks in which the state-owned forest fund has a significant share, ensuring the conservation of biodiversity in these protected areas. |
| Ministry of Public Works, Development and Administration - Management Authority for the Regional Operational Programme | National Authority | In its role of Management Authority of the Regional Operational Programme 2014-2020, the Ministry of Public Works, Development and Administration was in-charge with stating the rules and coordinating the financial instruments (state aid and de minimis) for investments in heritage restoration, and also for small and medium-sized enterprises. The Ministry will also hold a guidance role in relation with the same areas for the future Regional Operation Programmes 2021-2027. |
| „Apele Române” National Administration - Mureș Water Basin Administration | County Administration | The „Apele Române” National Administration is a public legal entity of national interest, and operates on the basis of economic management and financial autonomy, in coordination with the central public authority in the field of water management. |

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| Union of Architects in Romania (UAR) | Professional Organization | The Union of Architects of Romania (UAR) is a legal entity that aims to promote architecture and urbanism as fields of culture, protection of built heritage and landscape. UAR is a professional association of creators, it is apolitical, independent, of private non-profit law, which carries out an activity of public utility for an unlimited duration. |
| Order of Architects in Romania (OAR) | Professional Organization | The Order of Architects of Romania is a professional organization. Its mission is to convince society that architecture is, first and foremost, an act of culture of public interest, with urban, economic, social and ecological implications. OAR is an order with registry functions, ie granting architects the right to sign and manage the National Table of Architects, published annually in the Official Gazette of Romania. |
| South-West Oltenia Regional Development Agency | NGO | The Agency for Regional Development South-West Oltenia is a non-governmental organization (NGO), non-profit, having granted the status of public service. The Agency is part of the set of financial, regional and national bodies and instruments established to allow Romania to absorb EU community funds in the pre- and post-accession period. Its mission is to facilitate and promote the development of Oltenia, under the coordination of the Council for Regional Development. |
| Center Regional Development Agency | NGO | <i>The Center Agency for Regional Development</i> has the role of contributing to the sustainable and equitable development of the Center Region by eliminating disparities and imbalances between the areas of the region, for the benefit of its inhabitants. The role is to implement the plans and strategies designed in partnership, to contribute and use efficiently the financial and human resources in assisting the communities in the Central Region, as well as to attract new resources. |

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| Romanian Landscape Association (En - RLA, Ro - ASOP) | NGO | <p>The Romanian Landscape Association (AsoP) is a non-governmental, apolitical and independent body.</p> <p>The Romanian Landscape Association supports the development of the Romanian landscape activity by:</p> <ul style="list-style-type: none"> - promoting professional excellence in the conservation, aesthetic development and ecological reconstruction of landscapes and their values; - promoting the interests of professional landscapers and students; - informing the community and the relevant professions about the contribution and skills specific to the landscape profession. |
| National Union of Historic Monument Restorers (En - NUHMR. Ro - UNRMI) | NGO | <p>National, non-governmental, non-political and non-profit professional organization. Its main purpose is to participate and contribute to the protection and restoration of historical monuments in Romania, by organizing and coordinating the activities carried out directly by its members.</p> |
| ARCHÉ Association | NGO | <p>The ARCHÉ Association is a non-governmental, non-profit organization that carries out research, conservation, enhancement and promotion of cultural heritage.</p> |
| Pro Patrimonio Association | NGO | <p>Pro Patrimonio Foundation is an international non-profit non-governmental organization, with branches in Romania (Bucharest), Great Britain and France. The foundation carries out a series of projects whose main mission is the conservation, saving and reactivation of cultural heritage, especially from the architectural point of view. The actions focus on practical projects for heritage protection and rehabilitation, as well as on the involvement and awareness by communities of their own identity, memory and the value of cultural heritage.</p> |
| Monumentum Association | NGO | <p>Monumentum Association is a non-governmental organization established in 2012 to act in favor of safeguarding the built heritage. The association carries out maintenance and emergency intervention projects on traditional rural buildings.</p> |
| PONT Group | NGO | <p>The PONT Group is a non-governmental organization that aims at social innovation through participation, entrepreneurship and culture with a special focus on youth and digitalization. The PONT Group carries out its activity through framework programs and specific projects carried out through intersectoral and</p> |

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| | | multidisciplinary partnerships at local, regional, national and European level. |
| Artmark Historical Estate | Real Estate Agency | Artmark Historical Estate specializes in the sale or rental of historic buildings, mansions, palaces or castles. |
| County Council Mureș | County administration / Owner | - |
| County Council Alba | County administration / Owner | - |
| County Council Harghita | County administration / Owner | - |
| Saschiz Town Hall | Owner | - |
| Sângeorgiu de Mureș Town Hall | Owner | - |
| Sângeorgiu de Pădure Town | Owner | - |
| Positive Transylvania Association | Owner | - |
| Pro-Castellum Degenfeld Association | Owner | - |
| SC Keresd Guesthouses | Owner | - |
| Kemeny Castle | Owner | - |

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| Teleki Castle Association | Owner | - |
| Blomberg Castle | Owner | - |
| Roman Catholic Status Foundation in Transylvania | Owner | - |

6. IDENTIFICATION OF GOOD PRACTICES

Good practice 1: Funding community impact - by the National Lottery Heritage Fund UK

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| NAME OF GP | Collaboration with the National Lottery Heritage Fund |
| DESCRIPTION | <p>The UK National Heritage Lottery Fund introduced a requirement that every project needed to have a wider community benefit, stimulating the social component of heritage sites through subsidy conditions.</p> <p>The National Lottery Heritage Fund has six objectives:</p> <ul style="list-style-type: none"> • Continue to bring heritage into better condition • Inspire people to value heritage more • Ensure that heritage is inclusive • Support the organisations they fund to be more robust, enterprising and forward-looking • Demonstrate how heritage helps people and places to thrive • Grow the contribution that heritage makes to the UK economy <p>One of the requirements for funding from the National Lottery Heritage Fund is wider community benefit. In all their communications, the Heritage Fund describes its work as <i>'We fund a broad range of projects that connect people and communities to the national, regional and local heritage of the UK. We fund heritage projects. Heritage can be anything from the past that you value and want to pass on to future generations.'</i></p> |

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| IDENTIFIED DURING | Study visit in Wales - May 2019 |
| POTENTIAL FOR LEARNING/ TRANSFER | There is definitely potential for learning from the National Lottery Heritage Fund approach in Romania. The social component of heritage in Romania is largely undervalued and ignored, and the current subsidies systems include these aspects to a very low extent. The National Institute of Heritage is interested to bring more to the fore the social benefits of investing in heritage, but also has limited expertise in this direction. Using UK experience as a source of inspiration and guidance could help in defining relevant measures and tools for promoting the social impact of heritage on a larger scale. |

Good practice 2: Programming at cultural heritage sites

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| NAME OF GP | Programming at cultural heritage sites |
| DESCRIPTION | Programming is understood as creating various visitor events and programmes throughout the year in order to attract repeat visits from the community around the sites. From telling a side story of the castle in various chapters (Powis) to organising a bluebell month (Croft), programming keeps the people around the heritage sites engaged all year long. |
| IDENTIFIED DURING | Study visit in Wales - May 2019 |
| POTENTIAL FOR LEARNING/ TRANSFER | In Romania there is a limited number of heritage sites having a clear and coherent strategy for creating a long-term relationship with their audience, and in particular with the community living in proximity of the site. We want to encourage heritage owners and managers to adopt this sort of approach and develop strategies for attracting their audience all year long, and not just in the summertime, when heritage sites are used to programme cultural events. This Best Practice can be seen also in relation with the practice of the National Lottery Heritage Fund of asking for a community benefit of heritage investments and also with other examples from the UK, like volunteering in rural cultural heritage sites. |

Good practice 3: Cross-sector funding initiatives

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| NAME OF GP | Cross-sector funding initiatives |
| DESCRIPTION | The project 'open ruimte platform' brought together several governmental sectors to jointly invest through project calls in the rural areas of Flanders. The idea is that each partner puts aside a certain tiny percentage of their funding budget (as not to interfere too much with the general way of funding) to support projects which answer to the project calls. The first project call was focused on water challenges. |
| IDENTIFIED DURING | Webinar Flanders in May 2020 |
| POTENTIAL FOR LEARNING/ TRANSFER | Cross sectoral funding initiatives are important, as they bring into the light the multiple relevance and impact heritage sites can have on a territory and in various sectors: economic development, tourism, land planning and management, education, to name only a few. As cross sectoral funding might represent too much of a challenge in the Romanian context, we can still draw inspiration from this case and adapt it to our case. One further direction to follow is to encourage the use of matching funds for heritage, which in this moment does not exist in Romania. |

Good practice 4: Landscape approach

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| NAME OF GP | Landscape approach |
| DESCRIPTION | <p>Within the Flemish heritage policy the agency can appoint specific statutes to larger areas rich in heritage. This is not a focus on specific items but on the landscape in its totality.</p> <p>The Gelders Arcadia project represents a good example of a spatial approach to country estates that valorizes both the individual houses (castle or manor) and their gardens, and also an entire network of similar and nearby heritage ensembles. Together they form a cultural landscape of country estates that is managed by the Gelderland Society together with several municipalities (Arnhem, Renkum, Rheden, Rozendaal and Wageningen), the Province of Gelderland, estate owners and various specialists. The Gelders Arcadia project develops opportunities to maintain and</p> |

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| | develop both the historic estates, and the entire region as a whole. It represents a good example of cooperation between private and public stakeholders. |
| IDENTIFIED DURING | Study visit to Gelderland The Netherlands (June 2019) Study visit to Flanders, Belgium (online - May & November 2020) |
| POTENTIAL FOR LEARNING/ TRANSFER | A good example of cooperation between private and public stakeholders that aims to develop opportunities not only for individual estates, but for the entire region. In Romania and in the study region there are several networks of estates, but none is valued and cooperation between public and private stakeholders, owners, administrators and different specialists is rarely seen. The consequences of the lack of cooperation between all these types of specialists can be seen both on a large scale (reading the landscape) and also on the state of conservation of the country houses. |

Good practice 5: Building engagement at heritage sites through visiteering

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| NAME OF GP | Visiteering |
| DESCRIPTION | Visitors can volunteer at Croft Castle by cleaning items of the collection together with staff and building new objects. It creates engagement and a unique experience for the visitor, while the castle benefits from some extra hands. |
| IDENTIFIED DURING | Study visit in Wales - May 2019 |
| POTENTIAL FOR LEARNING/ TRANSFER | An inspiring example of providing easy and flexible volunteering options fitting every schedule, all the while stimulating the involvement of local communities and repeat visits to the heritage sites. Not only that, but visiteering in UK was shown to have lasting social and wellbeing benefits. Lastly, visiteering is an innovative way to enhance the human resource of the site management team. |

7. ACTIVITIES FOR IMPLEMENTATION

7.1 Main problems/challenges identified for the protection and promotion of HCMEs in Romania during Phase 1:

- preference for one-off investments, neglecting the role maintenance has to play in the long-term conservation of the historic monuments;
- limited, and many times consumerist, approach towards the exploitation of historic monuments, with not enough attention to heritage values and the engagement of the local community;
- limited definition of what might constitute the social, economic and environmental impact of historic monuments in the local communities, and the limited tools to measure it.

7.2 Objectives of the LAP:

Main objective: To improve by November 2022 the financing instruments dedicated to historic monuments, in order to promote the better preservation, valorisation and exploitation of historic castles, manors and estates in Romania.

Secondary objectives:

1. Promote the continuous investment in historic monuments in order to minimise costs and ensure long-term conservation;
2. Enhance the use of tangible and intangible values in the valorization of historic monuments;
3. Identify the impact of heritage investments on local development.

7.3 Summary of proposed activities for implementation

Based on the identified challenges at national level and with regard to the policy instruments addressed through the baseline survey and stakeholder meetings, as well as on the lessons learned from the interregional exchange process during Phase 1, the following actions are proposed in order to improve the policy instruments targeted in Romania:

1. Introducing maintenance and interpretation plans in the ROP 2021-2027
2. Developing of a monitoring protocol for NPRHM

7.4 Summary table

| Objective | Proposed action in the LAP | Addressed challenges | Main result | Policy Instrument | Main Lesson learned during the Innocastle project that has inspired this action |
|--|---|---|--|---|---|
| Promote the continuous investment in historic monuments in order to minimise costs and ensure long-term conservation | Introducing maintenance and interpretation plans in the ROP 2021-2027 | A preference for one-off investments, neglecting the role maintenance has to play in the long-term conservation of the historic monuments. | Introducing maintenance plans as mandatory for beneficiaries of ROP 2021-2027 | Regional Operational Programme 2021 - 2027 (Center Region, Romania) | Social cost-benefit analysis (Gelderland) Monumentswatch (Flanders + Gelderland) |
| Enhance the use of tangible and intangible values in the valorization of historic monuments | Introducing maintenance and interpretation plans in the ROP 2021-2027 | A limited, and often consumerist, approach towards the exploitation of historic monuments, with not enough attention to heritage values and the engagement of the local community | Introducing interpretation plans as mandatory for beneficiaries of ROP 2021-2027 | Regional Operational Programme 2021-2027 (Center Region, Romania) | Visiteering & Programming (National Trust) Funding community impact by National Lottery Heritage Fund UK |
| Identify the impact of | Developing a monitoring | Limited definition of | A framework for monitoring social, | The National Program for the | Social cost-benefit analysis |

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| heritage investments on local development | protocol for NPRHM. | what might constitute the social, economic and environmental impact of historic monuments in the local communities, and the limited tools to measure it. | economic and environmental impact of investing in heritage sites. | Restoration of Historic Monuments (NPRHM) | (Gelderland) Cross-sectoral funding initiatives (Flanders) Landscape approach (Flanders & Gelderland) |
|---|---------------------|--|---|---|---|

8. ACTIONS

8.1 ACTION n1: Introducing maintenance and interpretation plans in the ROP 2021-2027

1. The background/ lessons learned from the interregional exchange process

- Based on the baseline survey, a comparison between the policy instruments addressed in Innocastle showed that instruments in Belgium, the Netherlands and Spain are financing more phases of heritage management (including maintenance, technical plans, development etc.)
- Monuments Watch (Monumentenwacht) -is an interesting practice from both the Netherlands and Belgium. It is an NGO that helps monument owners in maintaining their premises. In addition to assessing the state of maintenance, the Monuments Watch carry out small-scale repair and maintenance work and provide specific advice for the short and long term.
- Programming (National Trust) entails the creation of various visitor events and programmes throughout the year in order to attract repeat visits from the community around the sites. Often times, the events are centered around stories of the site, but also around natural events (such as organising a bluebell month at Croft castle). Programming keeps the people around the heritage sites engaged all year long.

2. Action

The ROP program is designed as an instrument for investments in cultural infrastructure. In this context grant applications are focused on the physical restoration of the buildings while the investment's sustainability is evaluated by a limited type of indicators (mainly economic and tourism related). As such, the restorations are envisioned as starting points for activations based solely on the future activities that will take place in the buildings while the inherent cultural values of the historic monuments are poorly promoted. At the same time the post-intervention administration is similar to that of new buildings with little care for the specific maintenance aspects of heritage buildings.

On long term the approach has shown its several issues:

- Future high costs for heritage conservation and loss of original substance due to poor maintenance, lack of works monitoring and improper interventions (eg. use of incompatible materials)
- Poor maintenance and lack of preventive measures due to lack of effective planning
- Low understanding of local identity due to little knowledge on tangible and intangible values, leading to poor branding and promotion of cultural heritage sites

- Low public engagement due to the lack of dynamic cultural programmes based on heritage interpretation plans

In order to implement this action, the NIH team will first set up internal meetings to discuss the operational implementation. Afterwards, collaborations will be established on this topic with the Regional Development Agency Center (RDAC), followed by discussions about the working methodology. NIH and RDAC will agree on how to collaborate for the implementation of these tools within the ROP 2021-2027. Consequently, the NIH and RDAC will both take place in a workshop together with the National Trust to understand more about how maintenance plans and interpretation plans are applied in the UK. A result of the workshop could be a specific template that could be given to ROP applicants. Afterwards, the NIH and RDA will work on the further development of these templates and agree on the framework for their implementation in the new ROP. Depending on the chosen method of collaboration, an official collaboration agreement between NIH and RDA Center will be made regarding the monitoring of the maintenance and interpretation plans within the ROP 2021-2027.

The main objectives of this action are:

- Ensuring the proper use and maintenance of restored heritage buildings in order to prevent future loss of original value and high intervention costs;
- Enhancing the public engagement and proper understanding of local identity by promoting the intrinsic values of historic monuments.

3. Players involved

- Ministry of Public Works, Development and Administration (TBC) (approval)
- Regional Development Agency Center (adaptation of model interpretation and maintenance plans)
- National Institute of Heritage (adaptation of model interpretation and maintenance plans)
- Ambulance for Monuments (input on maintenance plans)

4. Timeframe

- end 2020 - approval of European regulations
- January 2021 - internal meetings to discuss the operational implementation
- January - March 2021 - establishing collaboration with other relevant entities
- March - April 2021 - developing working methodology
- May 2021 - workshop with National Trust and stakeholders involved to develop templates for maintenance and interpretation plans
- May - October 2021 - developing the templates for maintenance and interpretation plans and agreeing on the framework of their implementation in ROP

- November-December 2021 - official collaboration agreement between NIH and RDA Center + final forms of ROP

5. Costs (if relevant)

No costs planned.

6. Indicators of success:

- 1 template maintenance plan
- 1 template interpretation plan
- promotion as optional instruments within ROP 2021-2027

8. Expected Outcomes

- Conservation of historic monuments by sustainable business plans
- Social benefits for local communities

8.2 ACTION n2: Developing a monitoring framework for NPRHM - Interreg Europe Pilot Action

1. The background/ lessons learned from the interregional exchange process

- Social Cost Benefit Analysis from the Netherlands - identified during the study visit to Romania in October 2018. The Province of Gelderland commissioned this analysis for the whole region. The results showed that every euro invested in heritage sites results in 2.5 - 4.4 euro for the region.
- Social impact of the National Lottery Heritage Fund - the lottery imposes that each project financed must deliver the outcome 'A wider range of people will be involved in heritage'.
- Sustainability protocol in Extremadura - a checklist designed for project applicants to evaluate the sustainability of the investment.

2. Action

Currently, the impact of the financed restorations through NPRHM is not envisioned, nor evaluated in any way. Monuments selected for funding are temporarily administratively transferred from the owner to the National Institute of Heritage, which then proceeds with the restoration of the monument. After restoration, the monuments go back in the administration of the owners. At this point the role of the National Institute of Heritage is completed with no further monitoring processes or involvement.

On the long term the approach has shown several issues:

- Restored sites are often not integrated in the socio-economic circuit and suffer from misuse or lack of use.
- Many restored sites remain inaccessible for the public.
- Owners do not have the knowledge or means to perform the necessary maintenance works to ensure the long-term sustainability of the restoration.
- The local community is often not involved in the restoration or later valorisation of the heritage site.

In order to develop a monitoring protocol, the National Institute of Heritage proposed the development of an Interreg Europe pilot action in Phase 2 to test by means of monitoring three case studies, heritage sites already funded through the NPRHM. The idea is to identify what field data can be collected, which is more relevant in showing the local development and how it should be integrated into the monitoring framework in order to give valuable information. It must be noted that data collection is an important challenge in Romania, as there are not enough resources to do this effectively. As such, through this pilot, the National Institute of Heritage also hopes to develop

procedures and local partnerships to support the collection of data across Romania. In order to operationalise the monitoring protocol, NIH will also update the contract model currently used in relation with the beneficiaries of the investments.

NIH will initiate the organisational and administrative measures necessary for the introduction of the monitoring protocol as an integral part of the NPRHM. At this point NIH expects that an internal adoption by internal order of the Director of the National Institute of Heritage is sufficient, but depending on the extent of the changes required by its adoption, the initiation of a legal change may be also considered. In the later case, this will imply the initiation, together with the Romanian Ministry of Culture, of a legal procedure for introducing the monitoring protocol as a mandatory element in the management of NPRHM. This would result in a Government Decision for updating the legal frame of NPRHM (more or less 1 year).

The main objective of this action is:

- Identify the impact of heritage investments on local development.

3. Players involved

- National Institute of Heritage (development of methodology)
- The National Institute for Research and Cultural Training (TBC) (processing data)
- The Regional Development Agency Center (TBC) (data collection)
- Harghita and Mureş County Councils (TBC) (data collection)
- Sângeorgiu de Pădure City Hall - owner (data collection pilot action)
- Dârjiu City Hall (data collection pilot action)
- Dârjiu Unitarian Parish - owner (data collection pilot action)
- Miercurea Ciuc City Hall (data collection pilot action)
- Ciuc Sezekely Museum - owner (data collection pilot action)

4. Timeframe: January 2021 - May 2022

- January - March 2021 - internal meetings to discuss the operational implementation
- January - August 2021 - establishing collaboration with other relevant entities - partnership agreements with NIRCT, RDA Center and the relevant local/regional authorities
- March - May 2021 - contracting of one external company to develop analysis methodology and NPRHM monitoring protocol
- May - July 2021 - contracting of two personnel to collect and analyse the data
- June 2021 - briefing external experts and personnel
- June 2021 - organisation of 1 joint workshop with the Province of Gelderland / University College Ghent on data collection
- June - September 2021 - development analysis methodology
- August - September 2021 - training staff

- September - December 2021 - data collection
- December - March 2022 - data analysis
- March - May 2022 - development and submission of a monitoring protocol for NPRHM and a contract model designed to operationalise it.

5. Costs (if relevant)

- 44,600.00 euro

6. Funding sources (if relevant):

- ERDF (Interreg Europe)
- National Institute of Heritage

7. Indicators of success :

- 1 internally adopted monitoring protocol designed to evaluate the social, economic and environmental impact of NPRHM investments (by internal order of the Director of National Institute of Heritage) / 1 monitoring protocol proposed to the Ministry of Culture in order to obtain Government Decision for updating the legal frame of NPRHM (more or less 1 year).
- 1 contract model designed to operationalise the monitoring protocol, proposed to the Ministry of Culture in order to obtain Government Decision for updating the legal frame of NPRHM (more or less 1 year)

8. Expected outcomes

- sustainable investments through NPRHM

9. MONITORING OF THE ACTION PLAN

Monitoring Structure:

A monitoring group will be set up to follow the implementation of the action plan. It will include the following stakeholders:

- 2 representatives National Institute for Heritage - Innocastle team
- 1 representative Center Regional Development Agency
- 1 representative NIH - department National Programme for the Restoration of Historical Monuments

The members of the Innocastle team will lead the monitoring of each activity. The monitoring group will discuss every 6 months to assess the progress made in each of the actions. The meetings will be chaired by the National Institute for Heritage - Innocastle team.

Monitoring process and assessment Plan

Every six months, the monitoring of the LAP will be assessed on the basis of the following criteria:

- Are all activities taking place according to the implementation plan?
- Are the performance indicators reached according to the plan?
- Are there any modifications needed to ensure the successful implementation of the actions?

After every meeting a monitoring report will be drafted. The leader of each action will organise the activity according to the report and manage the implementation team.

Performance Indicators per Activity/Action

Action 1:

- 1 template maintenance plan
- 1 template interpretation plan
- promotion as optional instruments within ROP 2021-2027

Action 2:

- 1 internally adopted monitoring protocol designed to evaluate the social, economic and environmental impact of NPRHM investments (by internal order of the Director of National Institute of Heritage)/1 monitoring protocol proposed to the Ministry of Culture in order to obtain Government Decision for updating the legal frame of NPRHM (more or less 1 year).
- 1 contract model designed to operationalise the monitoring protocol, proposed to the Ministry of Culture in order to obtain Government Decision for updating the legal frame of NPRHM (more or less 1 year).

10. CALENDAR FOR PLANNED ACTIVITIES AND RESOURCES

| ACTIVITY | EXPECT ED BUDGET | Year 1 (2021) | | | | | | | | | | | | Year 2 (2022) | | | | | | | | | | | |
|--|------------------------|---------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|---------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | | J A N | F E B | M A R | A P R | M A Y | J U N | J U L | A U G | S E P | O C T | N O V | D E C | J A N | F E B | M A R | A P R | M A Y | J U N | J U L | A U G | S E P | O C T | N O V | D E C |
| Action 1 - Introducing maintenance and interpretation plans in the ROP 2021-2027 | 0 € | | | | | | | | | | | | | | | | | | | | | | | | |
| Action 2 - Developing a monitoring framework for NPRHM | 44.600 € | | | | | | | | | | | | | | | | | | | | | | | | |