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ERESIA ED ORTODOSSIA NEL RESTAURO
Progetti e realizzazioni

Giornate di studi
Bressanone 28 giugno – 1 luglio 2016

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a Gian Paolo Treccani

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INNOVATIVE FUNDING AND MANAGEMENT MODELS FOR THE CONSERVATION AND VALORIZATION OF PUBLIC BUILT CULTURAL HERITAGE.

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ABSTRACT

Public properties constitute a wide range of real estate as well a significant cultural heritage, characterized by an important strategic value as well as a social and economic potential, which are required to be correctly valorized.

Considering the difficulties in obtaining funds, the deficiency of public financing aimed at conserving immovable heritage, whose existence must be guaranteed by the State, and the frequent lack of collaboration between the different subjects involved in the process, it is necessary to focus upon new possible solutions and to improve business models involving different actors. Although an introduction of private business model is widely recommended, this aspect produces conflicts versus consolidated views, which state that the conservation of cultural heritage as common goods pertains only to public responsibility.

Beyond what the previous theories state, a new opportunity could be constituted by the adoption of an up-to-date approach that moves the limits of cultural heritage impacts and foresees the converging of investments from different sectors, making other contributions interact with the cultural field.

Once cultural heritage starts collaborating with other productive areas, such as labor market and creative industries, it is unavoidable for the private to become more deeply implicated in exploiting its potential, through the adoption of new business models. These processes entail the research of new dialogues, which induce a deep revision of traditional approaches, but require the adoption of change management tools, in order to involve people, as the participation in the process is a crucial requirement to success.

Parole chiave/Key-words: Conservation, Valorization, Change Management, New Business Models, Public Private Partnership

PUBLIC PROPERTIES' VALUE AS AN ECONOMIC DRIVER

Conservation activities upon built heritage have high fixed costs, compared to the variable revenues derived from its fruition. Also practical experiences demonstrate that direct and induced effects generated by a building's restoration, barely produce an economic return able to cover restoration costs (Moioli, 2011, p. 163). As the existence of public estate must be guaranteed by the State and resources are decreasing, it is necessary to find new opportunities to subsidize public buildings' conservation and to analyze possible procedures to manage public heritage, improving new business models and involving different actors. Given that public financing is not sufficient to support conservation costs, the general objective is addressed to reflect upon the different and innovative ways to perform the preservation and enhancement of built heritage and to focus upon other possible solutions, connecting conservation to valorization.

Valorizing public asset doesn't mean exploiting it from a financial perspective and consider a commercialization of it, but rather protecting it and giving it back to the community through its conservation. It is necessary to correctly valorize the social and economic potential of built heritage, in order to find a solution for the condition of neglect and destruction, which frequently characterizes the historical and artistic heritage. Giovanni Urbani states that we have not taken full advantage of the potential of our cultural heritage, bounding it in its metaphysical and ideal role and delivering it to a material decadence because of negligence and abandonment (Urbani, 2000, p. 52). It produces a strong economic value, not conflicting with its aesthetic worth, governed by the normal market laws related to the production, the exchange, the price and the relationship between costs and revenues, that can be measured with numeric and monetary indicators, also in its intangible components (Montella, 2009a, p.65; 2009b, p. 82). Public properties directly and indirectly imply a lot of benefits for people, societies, countries and business competitiveness. As they are part of the social capital of a community, they have an important role in the regeneration of cities and landscape and, at a local level, they represent an important resource which improves the quality of life for residents, develops common identity and tourist attractions, adds value to local products and rebalances the territorial economy, giving the possibility to increase development and socio-economic cohesion strategies (Montella, 2009b, p. 38).

Assuming that cultural heritage should not be meant as a cost to society or a moral duty, but a positive economic driver generating measurable economic advantages, and given that valorization is also a territorially articulated idea and a continuous and long term process (Italian Cultural Heritage and Landscape Code, 42/2004, Artt. 111, 112), the main issue to consider is the existence of possible opportunities to finance public buildings' management process, comprised of conservation and valorization practices.

European Union is currently promoting investment programs aimed at fostering an innovative use of heritage, strictly connected to a sustainable development. During a recent workshop organized by the Directorate-General for Research and Innovation of the European Commission, the H2020 Expert Group on Cultural Heritage underlined the role of cultural heritage as a key strategic component of the European economy, since it contributes to generate measurable economic advantages (Council of the European Union, 2014). A cost-centred view of cultural heritage is short-sighted, in a longer perspective it has to be considered as a strategic resource in the production of European GDP. It, like environmental protection, should be mainstreamed into policy and regarded as a production factor in economic and wider policy development. The rich availability and services is not only important for its directly quantifiable economic benefits (for example in terms of tourism or property values), but it also enriches social benefits, such as the quality of life, the citizens' well-being, sense of history, identity and belonging. Dealing with European identity, heritage fosters greater unity and cohesion of European citizens and it improves intercultural dialogue and mutual understanding (European Commission, 2015, p. 8).

Once cultural heritage field is regarded as a positive economic driver in the European economy and it demonstrates its propensity to collaborate with other productive sectors, it is inevitable for the private to become more deeply involved in exploiting and optimizing its potential at large, through its own business model. Considering that the participation of private resources is strongly recommended in valorization interventions, it is possible to consider the collaboration between public and private subjects as a way to ensure conservation activities to public built heritage. As the Directorate-General for Research and Innovation of the European Commission highlights, the public sector has to refocus its own approach, incentivizing and encouraging the private sector to get involved and invest in cultural heritage through new financial instruments, such as tax breaks, differentiated VAT rates, well designed grants, loan programs and Public Private Partnership schemes (European Commission, 2015, p. 8).

Public Private Partnership (3Ps) is a long term collaboration between public and private entities aimed at realizing public duties (design, construction, management, maintenance of a public work or public services), in which resources and risks are proportionally shared on the basis of their own skills. It could be a new financing model, where private investors/operators compete, repair, adapt heritage assets, deliver cultural and environmental services in historic areas and be remunerated through proportional risk sharing of revenues generated. The expression isn't already completely defined and it often alludes to several and diversified juridical models, from procurement forms to voluntary agreements, in which organizations from the private sectors assume public administration activities (Codecasa, 2010, pp. 1, 2).

Private resources can bring advantages for the finance and fruition owing to their:

- Combination of public interest (social utility) and private interest (profit).
- Efficiency, related to the time and to the ways of implementing the project as necessary conditions for the achievement of expected cash flow.
- Effectiveness, as a public activity transformed into a business is evaluated using profitability and competitiveness criteria.
- Transparency, as the involvement of subjects required to work in close interdependence provides cross-checks.

In this way public administrators are able to involve more economic operators in the heritage game and private subjects are able to provide their managerial, commercial and innovative skills, obtaining an economic return. Besides, risk analysis has an important role in Public Private Partnership schemes for the achievement of the value for money (Cori, Paradisi, 2011, pp. 43, 45).

The 3Ps scheme seems to be understood in the perspective of an orthodox (neoclassical) economy, as private is meant as a for profit subject who acts just for the sake of profit. Most of the examples seem to be designed and carried out as simple transfer of project-financing tools.

Some remarks have been moved against this simple interpretation: e.g. Pietro Petraroia notices that many different private subjects play in the heritage game, so that the orthodox approach may be not so productive (Petraroia, 2013). On the other hand, the connection between political institutions, business sectors, as well as a strong involvement of the civil society, encourages the implementation of projects and makes the solution of collective problems more effective (Dente, Bobbio, Spada, 2005, p. 42).

Adding to the 3Ps model the contribution that could be given by People, a 4Ps-based model emerges, which foresees the involvement of:

- Public: local government and public land owners.
- Private: the business sectors, developers and private owners.
- People: citizens, the non-profit sector and end-users, which constitute the main stakeholders in the innovation processes.

The mobilization of social and economic actors has an important role in governmental processes, primarily on a local scale. It creates possibilities to set up a new proactive and positive participation method, not only for the project development (since the decisions related to investment and service provision are taken during the planning and design phases), but also for execution and management stages (Majamaa, 2008, pp. 34, 41, 55). The 4Ps model represents a more advanced form of integration, in which people create a quasi-organization, that is a half-formal and a half-informal mechanism. Non-governmental actors are involved in the resolutions of collective problems, they are a diverse and cohesive

set of socio-economic subjects cooperating with each other and with public institutions. Citizens become co-designers, co-producers and co-evaluators (Rizzo, Concilio, Molinari, 2014). Moreover, the 4Ps model is required to be implemented with a high level of trust and responsibility between the stakeholders constituted by people, groups and private sectors.

It can also be underlined that digital technologies and social media have an important role and offer new opportunities. They could promote new management and funding models for the conservation and valorization of tangible and intangible cultural heritage, which are based on citizen involvement, such as crowd-funding, self-organization and contributions given by foundations. They are supported by new technologies, on philanthropy and volunteering process (European Commission, 2015, p. 5).

NEW FUNDING STRATEGIES: FROM A DOWNSTREAM TO AN UPSTREAM PERSPECTIVE

A 4Ps approach should be framed by a concept of cultural heritage capable to go beyond its traditional, "horthodox" limits, foreseeing investments from different productive sectors, making other contributions interact with the cultural field.

The interaction between groups belonging to different sectors can be found in some European case studies. In the Halland Model in Sweden, conservation activities upon immovable heritage gave a positive impact to diverse areas. The project, which puts into practice this theoretical approach, was based on the restoration of historic buildings as a way to boost the labor market and on "investments in building conservation as a catalyst for regional development", which resulted in the crisis that afflicted Sweden during the 1990s and the consequent unemployment. Inhabitants of this area were involved in conservation activities in order to preserve built heritage, find a job and safeguard craftsmanship. The actors, who took part in the Halland Model, were from the historic environment sector, the labor market sector and the construction industry (Gustafsson, 2011, pp. 4, 6, 9, 73).

It constitutes an example of sustainable development since it produced positive impacts at economic, social and environmental levels. From an environmental perspective, the program promoted the conservation of built heritage instead of demolishing it, through the use of environmentally friendly construction materials and renewable sources of energy. At a social level, it created new jobs and it improved regional cohesion, cross-sector networks, a multi-problem-oriented approach, knowledge, local identity and democracy. Moreover, the conservation interventions ensured returns on investments, contributing to regional growth and generating a future income (Gustafsson, 2011, p. 129).

In Italy, the Distretti Culturali Project has already represented the integration of different forms of cultural and economic activities on a large scale and a way to increase awareness and social participation in the protection of heritage (Della

Torre, 2015a, p. 100). This project, started in 2007, co-financed by Fondazione Cariplo and carried forward in the Lombardia region, promoted new forms of territorial development through cultural heritage valorization, historical buildings restoration and activities ensuring dynamism and sustainability for the future of the heritage (Della Torre, 2015b, pp. 64, 66).

These experiences have been brilliantly synthesized as a shift from a “downstream perspective” to an “upstream perspective”, which provides an integrated approach that can maximize cultural heritage impact, enhancing it with resources from other domains, as e.g. labor market, regional development, creative industries, digital technologies, etc. and introducing non-heritage funding to achieve heritage and non-heritage goals (CHCfE, 2015, pp. 195, 196). The interaction with different productive sectors, the possible participation of private resources and the coalition with enterprises can represent, for public administration, a contribution to intercept financing originally not directed to heritage. In this way several other investments may interact with the cultural field, exchanging benefits which can be developed through adequate negotiations among the different stakeholders. In a future perspective, the effort to involve subjects not usually interested has to be consolidated, communicating the important role of culture in the local economy and promoting collaboration among actors usually not used to cooperating.

Private contributions should then be established during the programming phase, the most critical moment of the process, in which the actors decide whether to interact exclusively with the tourism system or also with other sectors. Conservation programs and feasibility studies provide tools to project planning and a way to discuss and negotiate (Gustaffson, Polesie, 2007, p. 189).

A preventive evaluation and a continuous territorial monitoring could be guaranteed also through negotiated planning. It is an intervention methodology directed to give rules to projects involving a multiplicity of public and private subjects, implying complex decisions and a unitary management of financial resources (Italian Law 23 December 1996, n. 662, Art. 2). The specific negotiation and implementation tools between the different entities are addressed to a coordinated management of the financial resources, in order to achieve economic development of a given territory (Italian Ministry of Economic Development, 2015). The aim is to work on cohesion and developing projects, ensured by coalitions of competent and convinced actors, capable of giving continuity to the actions. Thanks to negotiated planning, private entities could try to achieve development goals with local entities and territorial stakeholders in a coordinated way (Petraioia, 2013). It could have a strong public worth and it could become an instrument specifically conceived to foster a collaboration among State, regions, public local entities and also privates. The objective is the transition towards a greater integration with the private part. It implies the responsibility of each party involved for financial commitment, a continuous monitoring of the activities, direct

and regular communication and the possibility to solve critical issues during execution phase, avoiding residual liability.

The main benefits don't come only through the optimization of resources: the change from "downstream" to "upstream" practices entails a radical turnover, which deserves to be discussed as a proposal taking off the mainstream and challenging the traditional, orthodox, way of thinking of heritage sector. The exchange of ideas and knowledge belonging to different fields and disciplines could contribute to the territorial economy, as a development factor for a region, and to the construction of more strategic networks motivated by new objectives. Hence the process is not only technical, but above all relational and of coordination, putting into communication different sectors and subjects. Upstream projects aim at creating value of a kind, which goes beyond the physical conservation and the promotion of heritage, as they produce changes in attitudes, openness to new relationships, and enhancement of skills for all the involved stakeholders. A new way of thinking the production of value through heritage has therefore been suggested, focusing on externalities as heritage activities connect people and foster openness to change (Della Torre 2015c). Heritage activities give opportunities to acquire new skills, to bring real added value and to enhance returns on investments.

TRADING ZONE AND CHANGE MANAGEMENT

Such innovative models of enhancing cultural heritage implies a trade between different parts and consequently the introduction of the concept of *trading zone*, which represents a dialogue and a cooperation, despite the differences between the various sectors (CHCfE, 2015; p. 195). The trading zone is a concept which originated from anthropological sciences to describe specific interdisciplinary collaborations and subsequently has been adopted in other disciplines. It illustrates a situation in which different actors provide their values, resources, activities, policies and facts and share them within a sole economic circulation, in order to reach pre-established goals, overcoming the divergences in languages, methods and cultural systems. A common idiom, developed across the borders between theory and practice levels, is also created (Gustafsson, 2011, pp. 24-26, 56-57, 100).

As conflict amongst parties is an unavoidable step in reaching cooperation, an agonistic planning theory must be applied (Mäntysalo, Balducci, Kangasoja, 2013, p. 2). The trading zone approach may provide a significant addition to agonistic planning theory since it fosters the exchange between different systems, enables locally coordinated interactions, provides instruments for the development of local planning practices, ideas, proposals and opinions. Both agonistic planning and the generation of a local trading zone are geared to setting tolerance and respect in long-established agreements. The agonistic trading requires competitiveness,

represented by political will, as well as trading zone, constituted by practical capacities (Mäntysalo, Balducci, 2013, p. 18).

Therefore, the result is a change in behavior of subjects participating in the process, in order to overcome differences. Each organizational change implicates a transformation in people involved: it is part of the contamination procedure and it implies more consciousness of the participation in a shared project. In a trading zone new approaches have to be developed, in coherence with the new organizational situations, strategies and instruments. When different cultures and purposes are joined and move in the same direction, it is necessary to avoid inefficiencies due to the lack of consensus about finalities and objectives. As involved in upstream models, heritage sector acquires new and larger potentialities, but it is also called to challenging changes of its traditions. Protection should not be carried out only by means of defensive strategies, but a proactive and holistic approach is required, that is the involvement of heritage sector in planning processes. In other words, upstream perspective could be effective in dealing with the scarcity of resources, and it opens to innovative contribution to sustainability of heritage assets, but it requires attitudes which are far from what for decades has been seen as "orthodox" in heritage sector. It is not a surprise, therefore, to realize that the adoption of a new perspective is not easy, and many actors will prefer the return to old, better known practices.

This implies that the implementation of change management techniques may help in carrying out the projects in heritage field, especially when requiring diverse and innovative partnerships. Some experiences of it in the public sector proved to be successful (Traini, Rotundo, 2008). Actions addressed to getting people involved can deal also with resistance, which should be appreciated as well as an antagonistic factor, whose management can improve change (Waddell, Sohal 1998).

CONCLUSIONS

Trading zone models imply, for each partner and inside each organization involved, some important change, which has to be managed empowering people, that is improving awareness as well as skills. The adoption of new business models, such as 3Ps and 4Ps, represents an opportunity to finance and manage public assets through a close cooperation between State, market and society, which is the condition representing, according to the White Paper on European Governance, a "good governance". The parameters useful to evaluate the quality of a developed governance are the complexity, which is the indication of the diversity of the actors involved and of the multi-level dimension of the network, and the density, which represents the closeness and the existence of direct links forged, i.e. the relational capital, the social capital.

- Consequently, the State needs to relaunch its functions, in order to reconstruct a strong trust between citizens, governments and managers involved in cultural heritage and landscape safeguarding, and to support the awareness and widespread appreciation of heritage, in relationship to the territorial contexts. The aim is to produce in the population the perception of cultural investments as an essential prerequisite to the development of capital territory and not as a wasted cost to merely fulfill protection laws or to strengthen a popularizing discourse on Beauty. The focus is therefore the participation of the community in the protection process (Petraroia, 2014, p. 44).

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