

# Planning and Management of Historic Cities – a Czech Approach and Example of a World Heritage City of TELČ

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## 1. Introduction

Telč is a Moravian medieval town, founded in the 13<sup>th</sup> Century as a fortified place with two castle-fortresses, town wall and lakes around, Fig.1. The lower castle, first Gothic, was rebuilt in the 16<sup>th</sup> century into a Renaissance chateau with rich well preserved interiors. In the 17<sup>th</sup> and 18<sup>th</sup> centuries the city was enriched with Baroque churches and sculptures, mostly built by Jesuits. The Gothic period is apparent in the St.Jacob's Church with Gothic frescoes and the Church of Mary's Assumption in the Old Town. The Church of the Holy Spirit with a Roman tower dates back to the 13<sup>th</sup> century. A unique, well-preserved complex of Renaissance and Baroque houses on the main square form one of the most important Czech architectural monuments. The city was listed by UNESCO in 1992 as a World Heritage City.

The Town of Telč and its surroundings have been a subject of Technical Assistance and Follow-up Programmes supported by the Cultural Heritage Department of the Council of Europe since 1993. This programme studied in Telč particularly the possibility to apply experiences with the so-called safeguarding and enhancement plans prepared for French historic centres under supervision of a French expert Prof. Alexander Melissinos.

However, the conditions in the Czech Republic call for an individual approach that might be of interest for other small historic cities and their micro-regions. Telč itself is a World Heritage City with about 6 000 inhabitants and less than 100 000 cultural visitors coming from other parts of the country or the world. This fact has to be reflected in the strategy of the

city development, as well as in the local resources affordable for safeguarding of cultural heritage.

The Telč strategy of social and economy development programme is based on support and use of four basic items – the city as a World Heritage Monument, as a natural centre of the micro-region, a city in which the unique character must be protected for future generations and a city as a high quality place for life and work of its citizens. For this strategy several tools has been prepared and are being introduced into the management practice, (Drdácký et al, 1998). They enable decision making built on a better knowledge of local cultural heritage and on a more detailed data on community needs and potentials.

## 2. The policy and planning framework

The work utilised a documentation system which has been developed for small historic cities and villages as a practical tool for:

- preparation of their strategic plans,
- preparation of land use plans including safeguarding and enhancement plans,
- management of their sustainable development,
- documentation of their historic values and management of monuments,
- inventory of cultural heritage in a territory,
- preparation of financial and regeneration plans for built heritage,
- heritage impact analysis of investment in a territory,
- elaboration of information issues for citizens and visitors,
- possible connection to public information systems (Internet)
- research purposes.

The system has been designed as a set of special databases attached to a true geographic information system (GIS). For small cities and villages, a cadastre ( land-register) digital map is used as a reference base, which enables to attach relevant data – alphanumeric, textual or graphical -- to individual lots or objects projected on the map. It is described elsewhere (Drdácký 2001 or Pickard – editor 2000). Let us mention here only that the system conserves namely the completeness of recorded data given by the recommendation of the Committee of Ministers of the Council of Europe No. R(95)3 on co-ordination of documentation methods and systems for historic buildings and monuments of architectural heritage (1995). Similarly, international standards for archaeological monuments and sites, as well as mobile objects are applied and respected, (Thornes & Bold, 1998).

The system contains data divided into eight groups: 1) Unit definition contains blocks of basic identification data, related units references and identification of the data provider. The types of units selected are elements, objects, functional ensembles, historic ensembles, public spaces, and territories. 2) Unit location is described by blocks of administrative determination, historic and geographical determination, address data, cartographic data, cadastre data and land unit price data. 3) Property and juridical data contain blocks of proprietor data, user data, historical review of proprietors, limits of use rights. 4) Archive references are comprised of monument protection documentation, graphic documentation, text documentation, ethnology documentation, environmental documentation, and monitoring reports. 5) Technical description and condition include blocks of basic data, technical description of elements, physical condition of elements, utility equipment and supply network, arrangement of the lot. 6) Unit function embodies blocks of data on contemporary function of the unit and original functional use. 7) Historical data group blocks on architectural history of the unit, relation to historical events and personalities and the unit's own chronicle. 8) Cultural heritage evaluation and protection measures appraise the relevant features

according to individual elements, stories, as well as the entire unit. This group serves not only to describe the listed monuments but is used, moreover, for inventory of cultural heritage aspects of other objects and sites. In this respect, for example, a methodology of Zuzana and Jiří Syrový (1997) is used for rural architecture. An illustration of such a survey is presented in Fig.2 for a part of a Telč suburb.

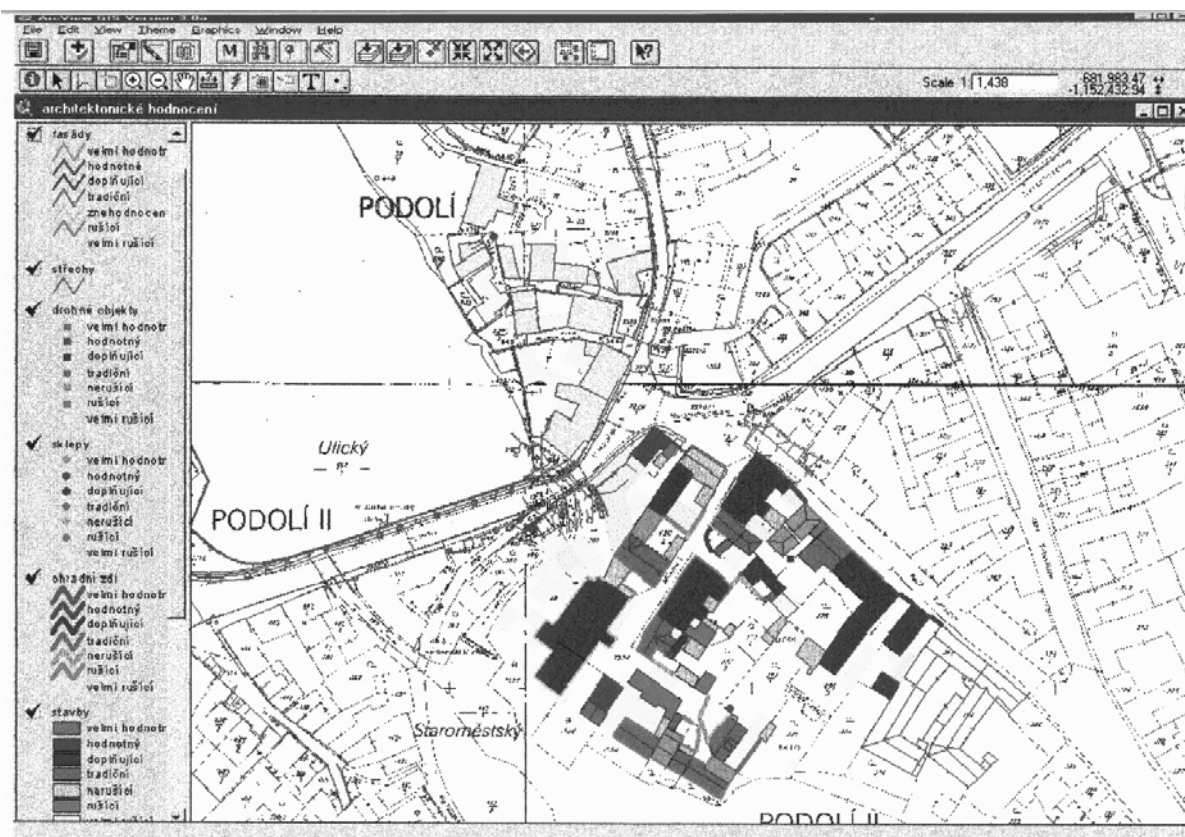


Fig.2

One of accompanying actions to the Follow-up program in Telč supported a GIS based recording of a complex natural and built heritage over a broader territory and in context with historic settlements. This pilot project resulted in a rich database of vectors of collected characteristic data from more than 6000 land elements in the selected area of 230 km squared and prepared a good foundation for continuation in the development of appropriate tools for management of a cultural heritage landscape. The term micro-region is used here for a territory with significant interior, historic, cultural, functional, social and spatial links, in which the state governmental management is usually ensured by the historic town under consideration. The above mentioned documentation system is adopted in the micro-region, too.

### 3. Preservation and enhancement of historic areas

Territorial protection of monuments has been ensured by law since the fifties and preservation of urban or landscape complexes is more and more emphasised. In the Czech Republic, there are 40 town heritage reserves, 61 village heritage reserves and 10 archaeology monument reserves. Cores of historic cities are further protected by 209 town heritage zones and 164 village heritage zones. Cultural heritage landscape is preserved in 17 landscape heritage zones.

The Czech Government adopted Granada and Malta Conventions in 1998. The Ministry of Culture made recently an analysis of those documents with respect to the legislative situation in the country, (Matoušková, 1998). Let us present some critical remarks and note

that the above mentioned documentation system, as well as the below presented integrated urban planning methodology streamed to solve most of the existing deficiencies.

The Granada Convention in the Article 1 defines among values for assessment of monuments the “archaeological and social” importance, which is not considered by the Czech Law on State Monument Care (No.20/1987), further only Law. Moreover, the Convention applies homogeneity, coherence and character of architectural ensembles or sites, which the Law does not accommodate, too. It may create problems with the topographic determination and the urban character value recognition of ensembles of cultural heritage interest. In respect to the Article 4, the necessary checking procedures exist. There are issued authorisation certificates for persons carrying out restoration works and archaeological works, (here for juridical persons only), but this authorisation does not concern design and construction processes. Unfortunately, the present Law and especially its sanction efficiency is not capable to prevent distortion, degradation or destruction of the protected cultural heritage. Competent authorities evaluate projects of interventions on listed or for listing proposed buildings, as well as changes in their neighbourhood but only from the point of view of the individual building. Character of an architectonic ensemble or a site is not defined as a cultural heritage characteristics in the Law and hence not considered, (see comment to Art.1). The impact of interventions on heritage might be assessed using corresponding laws, No.244/1992 on Environmental Impact Assessment and No.50/1976 on Land Use Planning and Building Code. However, their criteria are quite far from the heritage preservation purposes and, moreover, the competent authorities are not sufficiently engaged in cultural heritage matters. Both the heritage Law and the Building Code give rights to the State to impose necessary works on the monument’s owner but (s)he can not be substituted by the State in the case of an inefficiency of such a requirement. An expropriation is legally supported by the both codes but in the practice not used. Public institutions for maintenance or restoration of monuments do not exist in the Czech Republic, therefore, the financial support of public institutions according to the Article 6 concerns only the Heritage Institutes which are professional bodies of the State monument’s care. There are minor and negligible tax reductions, i.e. excuse for monuments accessible to public or in the period of 8 years after the date of issue of the construction permission, or they are applicable for small groups of owners only, (faster depreciation for income taxes). In any case, all existing measures do not support an in-time and regular maintenance and hence the preservation of authenticity of historic objects. The Building Code enables to demolish a new building which has been built without a permission but there is no possibility to ensure the restitution of original state of a listed monument, (Art.9). Major problems are with subjects accommodated by the Article 10. No legislation code accepts the “preservation of architectural heritage as one of fundamental goals of land use and urban planning”. Actual laws do not enable to define and legally proclaim guidelines of safeguarding and care in territories of cultural value or in protection zones in the process of both heritage territory proclamation and urban planning. In the first case, this is because the protected territories are proclaimed by the government or Ministry of culture in a law which can not impose duties above its framework and which is usually not very detailed, containing just the subject description without any necessary guidelines. In the second case, the urban planners are not obliged to deal with such territories with a specific care and they are mostly not properly trained and authorised. The integration of urban planning and cultural heritage protection is very weak and not legally required. The State heritage authorities are not even obligatory participants in the process of public negotiation of urban plans.

Adoption of the Malta Convention will require similar legislative measures as mentioned above because an integrated conservation lacks also in this field. Here the threat of destruction of an important archaeological heritage is more dangerous, which has been proven in recent years of uncontrolled developmental activities, unfortunately.

#### **4. Integration of land use plans with heritage safeguarding and enhancement plans**

The Follow-up Program in Telč concentrated on the possibility to integrate a pattern of French safeguarding and enhancement plans of historic cities into the process of preparation

of the Telč land use plan. During the works which were advised by French architect Alexander Melissinos our approach crystallised into the following lines.

#### **4.1 Principles of safeguarding plans**

##### **4.1.1 Basic approach to the solution**

On the basis of knowledge of elaborating and applying safeguarding plans elsewhere, experts coincided on the opinion not to copy unconditionally the foreign experiences. There was stressed a necessity to find a proper way to solve the problem of conservation and enhancement of historical towns, considering the political and historical conditions inside Czech republic and positive or negative experiences with foreign concepts. There is proposed a structure of basic urban planning tools for the conservation of cultural heritage values of towns in the following articles.

In this context, it is necessary to remark that qualities of the urban structure of a historical town are considered as the basic source of preserved historical information which should be rehabilitated and its documentary values should be saved for the future.

##### **4.1.2 Analysis of cultural and historical heritage**

It is a very slow process to achieve the knowledge of cultural and historical built heritage that would be sufficient for a detailed analysis. It requires the execution of building archaeology surveys, which is very expensive and takes a long time. It is impossible to reach such knowledge within a short time in many towns.

On the other hand the most precious historic towns and villages in the Czech Republic are protected as cultural built heritage reserves and zones ("MPR, MPZ") which are proclaimed on the basis of elementary cultural heritage surveys of towns and objects. So, if a plan of safeguarding and enhancement of any already protected territory is going to be elaborated, it is possible to profit from the existing analysis. But these analyses usually don't reach the level necessary for proposition of concrete measures for each object. If the plan concerns others territories, (without the existing analysis), it seems rational to elaborate a rough survey, useful for categorisation of objects according to a degree of protection, but having in mind that it does not allow to make concrete arrangements for each object as well. The detailed investigations are then requested just in selected categories. They have a form of regulations containing directions and requirements conditioning an issue of construction permission.

It seems that just historical and artistic analysis of the cultural heritage is insufficient as a single information for any plan of safeguarding and enhancement. It is necessary and sensible to make also analysis of social and economic potentials of historic buildings and the environment in the place or to apply some of the methods of cultural heritage impact analysis.

The analysis of historical urban development and analysis of morphology of city landscape, including its connections with surrounding natural countryside, are also enormously important for the plan of safeguarding and enhancement.

##### **4.1.3 Program of enhancement of historical monuments and towns**

This phase is considered as the most important from the whole process and in the national terminology could be called: strategic plan („ÚHZ“) for safeguarding and enhancement of a historical town.

The essential matter is to find bearing ideas of complex development of a historical town by taking advantage of its historical potential but at the same time protecting its historical substance. It is believed that such an urban planning concept is the basis of success of the safeguarding plans in France ("Plan de sauvegarde et mise en valeur"). However, these plans partially cover our public by-laws on urban cultural heritage reserves and zones ("MPR" and "MPZ"). It is worth mentioning that this urban planning quality of French plans is not perceptible on Czech examples of methodology of safeguarding plans. Here the opinion



that the safeguarding plan is only a plan of conservation authorities in a town dominates among the Czech heritage specialists.

Program of enhancement of historical monuments is not only the most important but also the most difficult part of any safeguarding plan. It is not easy to find and formulate appropriate urban planning project, above all in small towns or in towns with a small historical core. Some towns could principally profit from experiences with regeneration programs which have contained social and economic elements (at least in the original intention) and also elements of public interest (program of financial subventions). We even presume that the regeneration program should be based on the safeguarding plans in towns where the regeneration programs have not been elaborated.

Let us note that the urban planning objectives are usually supported by a town policy and relevant budgetary measures in foreign countries. This important matter of fact allows a successful realisation of safeguarding plans there. There is an extensive state housing program with many linked subventions in France, for example (safeguarding plan is a governmental (state) document there). In the United States safeguarding plans are municipal documents which use complementary financial and tax tools. This is not the case in the Czech Republic.

#### **4.1.4 Plan of safeguarding and enhancement of a historical town**

After many discussions with experts and experiences with application of the safeguarding plans, we prefer a system of preparation of the safeguarding plans in two steps: A General plan of cultural heritage sustainability of a city (village) and A Plan of safeguarding of cultural heritage in a city (village), further only Safeguarding plan. The tools to enhance a cultural heritage should be included in both documents, although it is not stressed in their titles.

### **4.2 General plan of cultural heritage sustainability of a city**

#### **4.2.1 Basic objectives and principles**

Basic objectives of the general plan are:

- to save and to conserve historical cultural values in an area before or during the process of preparation of urban plans, land use plan or regulation plan,
- to keep the context and the continuity among natural, landscape and urban elements in a territory,
- to propose extensive rules which would allow to accomplish a historical part of town as an ensemble exceptional in its unity and coherence and to develop a town in its totality,
- to constitute an urban planning document which would become a compulsory part of the statutory town urban plans,
- to identify and to inventory elements of cultural heritage value, above all those which are not object of legal protection.

To adequately join the monument's preservation demands, the urban planning demands and the artistic activity should be the basic principle of the preparation. Discussions among Czech specialists have shown a tendency not to fulfil this principle, but any other approach would fail in advance. Just a pure conservatory approach can give only more or less competent ensemble of cultural heritage values considered individually usually without any relation to the urban complexity in its full meaning – functional and also artistic. Complexity and integrity are the most important requirements in all international documents, which have to be accepted during joining EU countries. Keeping vitality together with the real substance of historical towns can be possible only by their suitable usage, and all that in a close loop with the conservation policy making. Along with this, the rule not to apply exactly the same model in all towns should be respected.

#### **4.2.2 Contents**

Details of the contents are described elsewhere (Drdácký, 1999), only a basic scheme is presented here. The General plan consists of a graphical and a textual parts.

The graphical part – key to the drawing. Scale of drawings is suitable between 1 / 5000 and 1 / 10 000. Graphical part contains:

- (typical) survey and analysis drawings,
- synthetic drawing of all historical and natural qualities in a territory, divided in accordance with the categories mentioned in the chapter about methodology,
- space and functional regulation, especially the regulation of elevation,
- indication of all important elements of image of a site, especially cultural dominants, inner and outer landscape horizons (skylines), alleys, memorable trees, important views inside a town or in a countryside, particularities of an urban interior (arcades, historical places, ...), beautiful views of a town, ways with beautiful views, disturbing objects, natural dominants and outstanding terrain forms, areas which must not be built up (from the point of view of conservation), penetration corridors of a city and landscape, limits of cultural heritage, natural and ecological zones with safeguarding regimes.

The textual part contains the formulation of conditions of any activity in the area from the point of view of conservatory authorities, space and functional regulations, and categorisation of all areas of worked territory.

The suggested lay-out and some other more detailed design guides were used during the preparation of a special drawing “Protection of image of town and landscape in statutory town plan of Telč”, which is shown in Fig.3b. It represents a minimal success in the integration of cultural heritage protection and urban planning achievable within the framework of actual Czech legislative environment.

The general plan has to contain especially the **strategic conditions** to preserve historical monuments and natural values in a town. It is necessary to fix a **specific conservation policy** for each part of the territory. This policy should be independent of fashionable waves or changes of conservatory approaches, (even scientifically justified), and should assure a continuity of interventions, especially in large and important architectonic ensembles, (see examples in the Management and Regeneration part). Specific conservation policy in a limited territory should be fixed after evaluation of its cultural heritage potential and in close interrelation with **urban planning policy of municipality**. Evaluation of the **composition characteristics of town** should form an integral part of these strategic conditions. There should be also areas set up, for which it will be necessary to work out, during preparation of urban plans, different urban composition variants related to historical and natural values of the area.

#### 4.2.3 Methodology of preparation

Methodology of preparation of the General plan is still the object of running discussions. The present opinions of conservation authorities and organisations about the possibility to elaborate safeguarding plan in conceptual way are quite sceptical. They object that such a document would not be accepted by designing architects/urban planners if they would not be its compilers, (as it was proven at the workshop organised in Telč in 1998). Nevertheless, if we regard the safeguarding plan as an urban planning document, we cannot accept this sceptical approach. The already mentioned complexity and integrity are then closely observed in the presented methodology guidelines.

The methodology should define:

- elements of heritage values of a territory (of spatial, area, line or solitary character),
- relations between these elements (axis of composition, axial views, historical and immaterial relations,..),

- evaluation criteria of elements of heritage values in a territory and of relations between them,
- categorisation of elements of heritage values of a territory (primary importance, secondary importance, other,..),
- evaluation criteria of influence of proposed projects upon heritage value of an area,
- possibilities and conditions for preparation of specific conservatory policy of municipality.

We do not want to pay detailed attention to the methodology part of safeguarding plans in this report. Let us allow just one principal note, which at the same time formulates one of the principles of our approach to the preparation of the safeguarding plans. It is division of an area concerned into categories.

We suggest dividing the whole territory into three categories (Fig.3a):

- **area which determines the character of a historical town**, - a territory submitted to the strictest cultural heritage protection where interventions disturbing its historical character (image), historical substance, and cultural and historic identity have to be eliminated (including the harmony with natural elements and its relation to geomorphology of the territory);
- **area which accompanies the character of a historical town**, - a territory submitted to strict cultural heritage protection targeting to protect its basic image, traces of urban development and historical activity and also to shelter an area which determine the character of a historical town and its continuity with other parts of the town (as matter of fact it is a “softer” enlargement of the determinate or protected areas);
- **other area**, - a territory with only basic cultural heritage protection where a complex transformation or development is possible.

Special regulative (spatial and functional) to be used need to be declared for these areas. These areas could be divided into smaller urban elements with more detailed regulation. There are further classified individual elements (objects, areas, etc.) in all territories.

The categorisation can be made in any scale of urban plans. Classification of the elements is useful in the scale 1 / 1000. Classification is necessary in every case, because general regulations, (included also in by-law of a definite urban plan), are derived from it. In the case of town plans in a smaller scale (1 / 5000, and similar), it is probably more useful to publish it as a list of objects assorted according to elements of the area. It is not a problem to insert a special drawing in the scale 1 / 1000 in the case of small towns.

The same methodology, i.e. the clearly defined zoning and relevant measures, should be adopted also in land use and protection planning tools for a cultural landscape or country side. In the Telč micro-region, an attempt of the Ministry of Culture to proclaim here a new cultural heritage landscape zone failed, for it was strongly refused by local authorities. However, there were not clearly stated the zones of differential heritage importance and the yielding of appropriate measures.

The plan of safeguarding and enhancement generally does not have to contain specification of building interventions to every object. This specification has to be expressed before issuing a construction permit according to conditions formulated by the regulative.

The above approach enables to make the plan of safeguarding and enhancement already in the phase of municipal land use plan, as it has been made for Telč. Indications of building interventions in objects can be specified either by a more detailed safeguarding plan of a zone (town sector which is or is not identical with the division of urban area mentioned before) or ad hoc after elaboration of detailed archaeological researches and their



evaluation. We consider very questionable to specify the building interventions without a building archaeological survey. To elaborate such a survey for a historical part of a town, (even for a small one), is very expensive and takes a long time, it could thus delay the preparation of the plan of safeguarding and enhancement too much.

#### **4.2.4 Processing possibilities**

Within the current Czech legislature, the sole possibility is to incorporate the plan of safeguarding and enhancement into the planning and statutory documents of historical towns. It is possible just within the framework of land use or regulative plans according to the law No.50/1976 (Urban Planning and Building Code). Using our actual experiences, we advice to elaborate the General plan of cultural heritage sustainability of a historical town as a special part of the land use plan, in much the same way as the territorial system of ecological stability used to be prepared. The reduction of this document to the level of a mere land-use plan basis greatly reduces the urban planning values of the safeguarding plan. And in addition, it would practically render impossible the creation of preventive conservation mechanisms in the surrounding parts of the town, which would complete its historical character and ensure the conservation of its context. These areas are very vulnerable and at the same time they are exposed to the strongest transformation efforts. (The concrete example of a preliminary document of such type prepared in co-operation with P.Mackerle in 1998 when using the described methodology in the Telč land use plan has been shown in Fig.3b).

In the ideal case, the General plan could be accepted as a liable document by the state authority (municipality) in the same way as the general plan of territorial system of ecological stability used to be accepted. But this procedure requests a modification of the Law on the care of monuments. In this case the juridical consequences would be really strong and they would assure a more forceful protection of cultural heritage values in the territory even before the preparation of the general urban planning documentation on the corresponding level and before issuing of the municipal by-law.

### **4.3 Plan of safeguarding and evaluation of the cultural heritage in a town (Safeguarding plan)**

#### **4.3.1 Basic objectives and principles**

Basic objectives of this second step of safeguarding plans are slightly enlarged in comparison with the General plan and include:

- the sauvegarde and conservation of the historical cultural values of each object before or during process of preparation of urban planning documentation,
- the preservation of the context and the continuity among natural, landscape and urban elements in a territory
- the proposal of extensive rules which allows to develop the historical part of a town as an ensemble exceptional in its unity and coherence and to intervene to individual objects,
- the constitution of an urban planning document which would become a compulsory part of the regulation plan of town,
- the identification and the inventory of objects of cultural heritage value, above all those which are not object of conservation protection,
- the elaboration of the building physical state record ("passport") of each object and the preparation of regeneration plans.

#### **4.3.2 Contents**

The content of the safeguarding plan is described in detail elsewhere (Drdácký, 1999). It generally includes delimitation of the main objective for the plan of safeguarding and enhancement, especially the limits of **determining, accompanying or other areas** and their sectors (smaller areas within the areas based on the categorisation above); analysis of the

area with definition of urban and architecture elements of differential quality, as well as, problem analysis and conditions for development (urban, namely housing, functions, municipal urban policy with a view to: social rehabilitation of historical objects and their new use following requirements of local inhabitants, taking account of their economical wealth; enhancement of architectural heritage to make the town or its centre more attractive; break depopulating of the city centre, recovery of housing there; possession of economical tools against speculative risks (for example: from changes of lots prices, subventions, and so on); maintaining the possibility to develop the town and to enhance the monuments. The main part of the plan of safeguarding and enhancement of a historical area should accommodate a formulation of the aims and the rules of conservation and enhancement, as e.g. disclosure (exposure) of historical monuments and increasing the legibility of historical traces in a town; conservation of a site – panoramic views and so on, regimes usually exceeding the town area; transformation of historical monuments – based on removing of parasitic parts of objects; return of housing to a city centre - mostly the main priority of plan of safeguarding and enhancement, architectural provisions with criteria and classification of objects and areas, definition of rules of regime of plan of safeguarding and enhancement (for example: conservation, reconstruction of original state, restoration, new use of objects or elements, modification, conservation of elements, indication of traces), regulations and rules of architectural approach (regulative according to a level of plan of safeguarding and enhancement; limits of reparations and alternations – what is possible (allowed), what is not possible (forbidden); rules for new construction – allowed/forbidden; criteria of integration of new objects or elements; terminology – definitions, regulations for safeguarding and enhancement of non-built elements, for of city skyline and scenic views and urban planning provisions.

The aim is not to change the management and the economy in a historical area but to **reinforce its role in the city and to reinforce selected functions, which are issuing from the town's historical substance**. The interventions can include: the **freeing up of inner parts of blocks** (partial demolitions); the **completion of blocks** (to delimit an area to build-up); the **opening of public spaces or the creation of new ones** (to display city walls, new access to buildings, roads, modifications of city interiors), etc.

#### **4.3.3 Methodology of preparation**

There are applicable the same notes as in the previous chapter. The methodology should include:

- elements of heritage values in a territory on the level of objects,
- evaluation criteria of object elements of heritage values in a territory,
- the categorisation of elements of heritage values in a territory – objects, areas,
- evaluation criteria of interventions in objects from the point of view of its influence on its heritage value,
- possibilities to work out specific conservatory policy of municipality in relation to use of single objects.

As mentioned earlier, for each preparation of the safeguarding plans it is possible to take advantage of the methodology already previously elaborated, for example, a building archaeology survey methodology or an evaluation of rural architecture.

#### **4.3.4 Processing propositions**

Safeguarding plan (usually in scale 1/1000, 1/2000, or 1/5000) can be successfully consulted and approved as a statutory zone land use plan or a regulation plan. If an approved General plan exists, the safeguarding plan could be sufficiently prepared as an urban planning datum only, because the State's (society) interests can be assured by this General plan and municipal interests by an urban plan at the level of regulation plans. This process should be assured by modification of the Law on the Care of Monuments and also by the Building Code. Juridical consequences in such a case occur after the elaboration of the relevant regulation plan and the issuing of a municipal by-law.

This combined variant does not contradict European standards. It can satisfy every participant, including the public, and can be sufficiently quick and operative for the preservation of important cultural heritage values in an area. It would give enough time to elaborate the scientific data and prepare the safeguarding plans at the level of regulation plans and it would be more independent on individual aims and on political and other tendencies at the moment.

#### 4.4 Design briefs and guides

During the work on both the general safeguarding plan guidelines and the land use plan for Telč, attempts were made to use design briefs or guides for new development and restoration of built heritage. They were subjected to strong criticism by the co-operating architects as well as the heritage authorities. It seems that this tool in the form of obligatory guides represents a very sensitive matter and should be resolved on several levels.

Nevertheless, a catalogue summarising architectural elements of the region, the city and surrounding villages, together with recommended formal as well as material examples for reconstruction, repair, conservation, remodelling or even new construction is very useful and desirable. Only such an approach could help to maintain the regional diversity of the world heritage built environment.

### 5. Management and regeneration of the historic environment

#### 5.1 On a reasonable conservation policy

As it has been mentioned above, historic cities need a specific conservation policy for their safeguarding and enhancement. It has been further stated that such a policy should be independent of fashionable waves or changes of conservation approaches and should assure a continuity of interventions in valuable architectonic ensembles. It can be illustrated by examples from Telč where the analytical approach was adopted in the fifties during massive restoration works, (Fig.4). The next Fig.5 shows a recent restoration result, which does not comply with the original policy and tries to reflect modern tendencies in conservation of all architectural development layers present on the building. Unfortunately, the house lost the readability of its history, architectural beauty and authenticity. It is a typical example of bad consequences of an inconsistent conservation policy, as well as of an unsuitable heritage management practice.



Fig. 4



Fig. 5

## 5.2 The role of national and local authorities in heritage management

The above-presented professional failure has been the result of an unsuitable heritage management practice, which is common in the Czech Republic. There is a lack of coordinated activity from heritage protection officers, state authorities and town governing bodies. Heritage protection officers represent two independent bodies: (State) Heritage Institutes which are entitled to elaborate only professional opinions and recommendations and Cultural Departments of District Offices which issue approvals necessary for building permissions. Building permissions are issued by (State Government) Building Offices, independent of the local governmental (elected) bodies. Municipalities can establish town architect offices, which have no or very limited effective legal power in the building permission process. Under such circumstances, all interests may be treated only by means of legal standards and documents which explains why the good urban planning tools, mentioned above, are so important.

The Czech Government approved so-called Programme of Regeneration of Historic Towns, which is a useful tool for promotion of revitalisation efforts in historic cities. In this programme, the role of local governments is strengthened, because the individual programmes are approved by elected bodies and the documents create a basis for negotiations of local committees allocating financial subventions to the owners of heritage objects.

The new Czech law concerning foundations established a very high minimum amount of foundation resources, it, therefore, practically prevents creation or existence of any local foundations in historic cities or regions. Of course, there are several State programmes for financial support for the conservation or the safeguarding of a built cultural heritage. Their effect is both positive and negative. The main disadvantages are connected, on one hand, to the administrative measures and awkward procedures, which can cause a very late release of allocated money. In many cases this results in a waste of resources or in low quality of repairing works because of the necessity to spend the money by the end of the current year or of the climatic conditions unfavourable for outdoor construction, respectively. On the other hand, the prescribed bidding and contracts with official construction companies raise the costs to a level that is in many cases unaffordable for many owners.



Fig. 6

For these reasons, some private owners in Telč prefer to repair or maintain their houses without any financial support from the State and they are even proud of it. Fig.6 shows one of such houses, here provided with a table clearly stating “This house is restored without any State or town financial support”. Such an approach helps much more to keep the authenticity of a cultural object. On the other hand, the owners need a special and continuous advice concerning suitable technologies, procedures and materials. However, the costs of conservation in such cases represent one order lower fractions of costs compared to the cases financially supported by State.

### 5.3 A note on cultural role of historic centres

Human needs to turn its mind to Nature and the desire for returning into the Nature for the recovery of the mind include also historic sites as one source and a memory of the rise of mankind. Therefore, one of the basic symbols of historic towns seems to be a symbol of home, a symbol of a safe place for natural life. It contains not only space aspects of the context between site and environment but also natural life aspects, rhythm of life being the most valuable. From the miracle of a waking morning, through the busy or celebrated day and calm evening till a quiet and dark night.

Telč tries to conserve this intimacy of the historic town life in harmony with the space intimacy, nevertheless, it failed to prevent the town Telč from becoming a theater stage illumination. The symbol of home and natural place for life is strongly felt not only by the town citizens but also by the town visitors and this feeling helps to protect our heritage, because it is understood to be our common wealth. Light pollution is one of problems which is to be solved urgently, because the reasonable lighting of historic cities might be also a promoting tool for cultural and natural heritage “mise en valeur”.

However, there remains a difference between the citizens and the visitors in a historic town, and this fact must not be changed, because it is one of our barriers against the aggressive internalization. The visitors or guests understand this symbol in a general sense. For the citizens it has a very actual and real meaning, i.e. the home with developed relations and communications network between the children, neighbours, citizens and the town governors, citizens and tourists, with relations of differential polarity and content. Here the historic town becomes a symbol of a consentient peace life.

## 6. Historic environment sustainability

Practical problems of living in a heritage site can be solved only by means of a full value life in heritage cities. It necessitates a continuation of communication between the heritage

protectors, city planners and managers and the citizens to consentient negotiations which move toward a **common understanding of problems**.

Most users are identified with the heritage they utilize and they have a good will to preserve and maintain it, but they also require a possibility to live with the heritage under adequate contemporary living conditions. Our heritage has not been created to be admired, it was built to be used and in many cases there are no reasonable objections to prevent the utilization of heritage for a valuable modern life. In our opinion, there is a need for, on one side, a **better defined philosophy of heritage protection balancing it with utilization requirements**, for which the protectors must study continuously and in detail the principles of life in heritage sites.

On the other side, there is a lack of **educational activities for a broad audience** which offer, on a sufficiently high level, a useful knowledge concerning possibilities of a modern life with heritage protection rules observed, the possibilities of maintenance techniques, modernization changes and building refurbishment methods, including financing possibilities. The protectors and users must know and speak the same language to be able to understand each other.

The owners and users need understandable manuals containing advice and recommendations on how to maintain heritage houses and heritage towns, how to solve refurbishment and changes, how to get local financial support, etc. Moreover, problems of **maintenance and sustainable life of heritage cities** require broader international collaboration, exchange of experience, and even research.

In this context, it is necessary to create a database of **technological procedures of heritage skills and crafts** and support the publishing of the saved knowledge and its distribution into all historic sites.

Similarly valuable will be a database of **failures, errors and bad examples** connected with heritage activities, starting from the methodological ones and ending with presentations individual cases. Such booklets should be done utilizing local and national examples.

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