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Osnutek nacionalnega kulturnega programa za področje kulturne dediščine *

(splošno, s posebnim poudarkom na nepremični kulturni dediščini)

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Ključne besede: politika varstva kulturne dediščine, celostno varstvo, strokovne naloge, urejanje prostora, izobraževanje, raziskovanje

Izhodišče

Država zagotavlja celovit sistem varstva vseh vrst dediščine, ne glede na to, ali gre za premično, nepremično, knjižnično ali arhivsko. Varstvo se ne nanaša samo na pravni režim in izvedbo fizičnega zavarovanja, kjer je glavni poudarek na predmetih dediščine, temveč na prepoznavanje, ohranjanje in razvijanje kulturnih vsebin, ki sodobnega človeka povezujejo z opredmeteno in duhovno dediščino. Tako razumljena dediščina je pomemben dejavnik družbenega povezovanja in razpoznavno znamenje nacionalne, regionalne in območne pripadnosti. Pripomore h kakovosti vsakdanjega človekovega življenja in okolja in je element trajnostnega razvoja.

Cilji

1. Cilj kulturne politike v tem delu presega varstvo objektov, območij in predmetov z dediščinskimi vrednotami ter obsega spodbujanje in razvijanje tradicionalnih in sodobnih znanj, usvarjalnosti in odnosa do dediščine. Bolj preprosto rečeno: ciljna skupina varstva dediščine smo ljudje, ki smo s tako razumljeno dediščino povezani.
2. Cilj kulturne politike je tudi, da se naloge varstva smiselno razporedijo po vseh državnih resorjih in da ustrezen del nalog prevzamejo lokalne skupnosti. Hkrati tudi državljani – lastniki dediščine in drugi zainteresirani (društva, nevladne organizacije) postanejo pomemben in enakopraven partner državi in lokalnim skupnostim.
3. Cilj nacionalnega programa za področje varstva kulturne dediščine je v tem, da državni zbor (ali vlada?) sprejme strateški dokument, s katerim so začrtana glavna problemska področja in določene smeri razvoja.

Področja in usmeritve

1. Organiziranost varstvene dejavnosti

Glavno smer reorganizacije javnih zavodov za varstvo dediščine daje novi zakon. Izvedba reorganizacije je posebna projektna naloga, ki se jo je treba lotiti načrtno in postopno.

Varstvo ne sloni samo na javni službi. Pomemben del prispevajo drugi resorji, organi in organizacije. Sodelovanje med njimi je treba izboljšati, tako da omogočimo vertikalne in horizontalne povezave.

Ena od prvih rešitev je ustanovitev medresorskega odbora za celovito varstvo kulturne dediščine. Organizirati je treba oblike rednega posvetovanja in sodelovanja med državnimi organi in območnimi skupnostmi. Svet za kulturo za naše področje ni ključna oblika koordinacije med politiko in stroko.

2. Prepoznavanje in inventarizacija dediščine

Še vedno bomo "polnili" zbirni register, ki je jedro informacijskega sistema, treba pa je vzpostaviti dobro delujoče preostale postopke dokumentiranja in inventarizacije kulturne dediščine. Podrobnejši inventarji za posamezne vrste dediščine so posebej pomembna naloga. Inventarizacija mora biti podprta s standardizacijo terminologije in drugimi metodološkimi pripomočki. Državni muzeji morajo poskrbeti za enotno inventarizacijo premične dediščine v muzejih in na terenu. Med glavne naloge sodijo poenotenje muzejskih inventarjev, inventarizacija premične dediščine v cerkveni lasti, spodbujanje inventarizacije premične dediščine v zasebni lasti in dokumentiranje trgovine z dediščino in izvoza.

Pri nepremični dediščini posebna naloga zadeva dopolnitev zbirnega registra s podatki o mejah dediščinskih enot in območij ter prehod na podatkovno osnovo GIS. Naloga ima svoj tehnični in strokovni del. Pri slednjem bo za nekatere vrste dediščine, tako na primer za arheološko dediščino, meje treba določiti na terenu.

3. Varstvo dediščine kot del urejanja prostora

Zagotoviti je treba varstvo spomenikov in dediščine v prostoru. To še posebej velja za dediščino, ki ni in ne bo zavarovana kot spomenik. Zato je treba urediti zakonske možnosti varstva v postopkih urejanja prostora in hkrati omogočiti, da se varstvo takšne dediščine ustrezno vključi v različne programe lokalnih skupnosti, programe za urejanje podeželja, spodbujanje regionalnega razvoja, turizma itd. Pri izvajanju teh projektov v delu, ki zadeva varstvo dediščine, je treba zagotoviti strokovni nadzor naše službe.

Zagotoviti je treba, da so za vse vrste posegov v dediščino potrebna predhodna dovoljenja in ne le za posege v smislu sedanjih gradbenih predpisov. Dovoljenja so potrebna za posege, ki so potencialno škodljivi za spomenike in dediščino. Obenem je treba zagotoviti učinkovite postopke nadzora in omogočiti, da bodo dela izvajali le za to usposobljeni izvajalci.

4. Varstvo problematičnih vrst dediščine

Varstva morajo biti deležne nove oziroma zapostavljene vrste dediščine, kot so naselbinska, zgodovinska, tehniška dediščina, dediščina 20. stoletja, kulturna krajina, nematerialna dediščina v obliki tradicionalnih obrti, večšin, znanj in socialnih praks. Pri varstvu je posebno pozornost treba nameniti objektom oziroma posameznim predmetom, hkrati pa tudi okolici objektov in celovitosti stavbne dediščine, premičnih predmetov in zbirk, ki so njen sestavni del.

Skupaj z resorjem za urejanje prostora je treba vzpostaviti mehanizme varstva območij dediščine. Mehanizmi morajo biti prilagojeni različnim vrstam in razvojnim problemom za območja na podeželju, v odprti krajini, v manjših naseljih, v mestih itd.

5. Problematika ogroženosti dediščine zaradi različnih naravnih in človeških dejavnikov

Posebno pozornost je treba posvetiti projektom za ponovno usposobitev in uporabo stavbne dediščine, ki je prazna in propada oziroma so v njej dejavnosti, ki jo degradirajo. Pri tem je treba pritegniti tudi vlagatelje iz tujine, na primer za usposobitev verige gradov, dvorcev in graščin za turistično dejavnost.

Načrtno je treba skrbeti za to, da je največ dediščine dostopne širokemu krogu občinstva. Hkrati je treba tokove obiskovalcev usmerjati, in pri tem zagotoviti sodelovanje med muzeji, upravljalci spomenikov in posredniki kulturnih programov. Dostop je treba po potrebi omejiti tako, da obiskovalci ne morejo škodovati spomeniškim lastnostim. Dediščina mora biti deležna načrtne skrbi za njeno fizično varnost, to pomeni varstvo pred naravnimi in drugimi nesrečami, varstvo pred vlomi, vandalizmi in drugimi človeškimi dejavniki. Prav tako je treba pripraviti operativne načrte za varstvo dediščine v primerih naravnih in drugih nesreč.

Spodbujati je potrebno sodelovanje z vsemi, ki so odgovorni za nadzor nad onesnaženjem in preprečevanjem onesnaženja, pri tem pa meriti učinke onesnaženja na različnih vrstah dediščine in sprejemati ukrepe za preprečevanje onesnaženja in zmanjšanje učinkov le-tega.

6. Problematika financiranja vzdrževanja in obnove dediščine

Urediti je treba sistem javnega financiranja varstva. Pri tem je najpomembnejše, da državne subvencije za obnovo, prezentacijo in upravljanje spomenikov uredimo na podlagi preglednega in jasnega pravilnika, z doslednim izvajanjem javnih razpisov in z nadzorom nad namensko uporabo sredstev. Hkrati je treba državne subvencije usmeriti in omejiti na celovite projekte obnove in oživljanja. Projekti upravljanja morajo postati sestavni del projektov za obnovo. Preostalo področje je treba deregulirati s sistemom davčnih olajšav, ugodnejših kreditov in drugih oblik spodbud. Zagotoviti je treba sprotno preverjanje učinkov financiranja in omogočiti, da se združujejo sredstva iz različnih proračunskih postavk in iz drugih virov. Prednost naj imajo projekti, ki dosegajo večplastne učinke.

Za vzdrževanje, obnovo in upravljanje spomenikov v državni lasti je treba ustanoviti nepremičninski sklad, ki bo gospodaril s tem delom dediščine.

Sponzoriranje in mecenstvo pri financiranju varstva mora biti deležno posebnih davčnih olajšav in drugih spodbud.

7. Izvajanje vzdrževalnih in obnovitvenih del

Novi zakon omogoča, da se na področju izvedbe varstva, to je vodenja in izvajanja posegov in za druga dela v zvezi z dediščino, uveljavi specializirano podjetništvo, in to na podlagi dovoljenj. Cilj je vzpostavitev mreže usposobljenih podjetij in posameznikov, ki bodo v razmerah prostega evropskega trga sposobni konkurirati tujim podjetjem. Hkrati je treba preprečiti, da bo v procesu odpiranja našega trga dediščina nezaščitena pred nestrokovnimi posegi tujih restavratskih in sorodnih podjetij.

8. Izobraževanje za potrebe varstva dediščine

Za vse sklope dejavnosti varstva je treba poskrbeti za šolanje strokovnjakov in za njihovo neprestano izpopolnjevanje, kar mora biti vgrajeno v sistem napredovanja. Šolanje je treba urediti na ravni poklicnih in drugih srednjih šol ter na visokih šolah in univerzah. Za poklice, ki niso številčni, so pa ključni pri izvajanju varstva, je treba s štipendijami in stalnimi oblikami sodelovanja poskrbeti za šolanje v tujini.

Na novo je treba organizirati usposabljanje izvajalcev (obrtnikov in drugih poklicev) za dela z dediščino. Na Fakulteti za arhitekturo, Filozofski fakulteti, Biotehnični fakulteti in na Akademiji za likovno umetnost je treba uvesti smeri in programe, ki bodo študente interdisciplinarno usposabljali za področje konservatorstva. Za potrebe varstva kulturne dediščine je treba pospešiti možnosti kreditnega študija in zagotoviti redno usposabljanje na tretji stopnji.

9. Razvijanje zavesti o pomenu varstva kot del demokratizacije kulture

Država mora podpirati različne oblike zasebnih pobud in pobud civilne družbe v obliki društev, fundacij in drugih združenj. Nedobičkonosne organizacije na našem področju morajo dobiti možnost, da bodo lahko neposredno sodelovale pri oblikovanju politike varstva.

Povezati se je treba s strokovnimi združenji urbanistov, arhitektov, gradbenikov, krajinskih arhitektov, oblikovalcev in podobnih poklicev za to, da bo sodobno oblikovanje prostora bolje prilagojeno območjem naselbinske in stavbne dediščine ter kulturne krajine.

Pri najširšem krogu javnosti je treba razvijati zavest o pomenu dediščine in nalogah varstva. Še posebej je treba uvesti programe za spodbujanje zavesti o dediščini v šolah in pri mladih na sploh. Takšne vsebine je treba vključiti v učne programe na različnih stopnjah in pri vseh predmetih, ki posredno ali neposredno zadevajo dediščino in odnos do nje.

Raziskovalna dejavnost

Za vse zgoraj naštetе problemske sklope je treba zagotoviti raziskovalne programe in projekte. Prednostne so raziskave na teh področjih:

- inventarizacija dediščine: standardi za različne oblike dokumentiranja, glosarji in tezavri (definicije pojmov), načrtno topografiranje celotnega dediščinskega sklada, inventarizacija posebnih zvrsti dediščine, nove tehnike dokumentiranja, povezovanje z drugimi podatkovnimi zbirkami,
- spremljanje ogroženosti kulturne dediščine z upoštevanjem dosedanjega slabega vzdrževanja, sprememb lastništva in vplivov načrtovane graditve velikih infrastrukturnih sistemov,
- nove tehnike in postopki obnove ter oživljanja dediščine,
- modeli financiranja in ekonomika varstva dediščine,
- vloga javne uprave (na državni ravni in ravni lokalnih skupnosti) in nevladnih organizacij pri obnovi in oživljanju,
- problematika upravljanja s kulturno dediščino glede na spremembe lastništva, uvajanje tržnih zakonitosti in na prilagajanje pravnemu redu Evropske zveze,
- zavarovanje nacionalnega interesa v obliki posrednega in neposrednega reguliranja trga s premočno in nepremočno dediščino glede na evropske normative,
- vključevanje v evropske in svetovne programe raziskav o dediščini in njenem varstvu.

Raziskovalno delo mora spremljati in ocenjevati učinke političnih ukrepov in postati podlaga za usmerjanje celostne politike varstva dediščine.

* Prvo verzijo besedila je avtorica pripravila za področno razpravo o nacionalnem kulturnem programu, ki je bila maja 1998. Skrajšano in deloma dopolnjeno besedilo, kot ga objavljamo, naj bi služilo delu komisije za pripravo osnutka programa, ki jo je imenoval minister Jožef Školč. V končni, silno skrajšani različici so povzeti le kratki odlomki pričujočega besedila, obenem pa je zapisanih vrsta drugačnih formulacij, od katerih se avtorica ograjuje.

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Outline of the National Cultural Programme in the Field of Cultural Heritage*

(with a special emphasis on immovable cultural heritage)

Key words: policy of protection of cultural heritage, comprehensive protection, professional assignments, regional planning, education, research

Starting-point

A comprehensive system of protection of all types of cultural heritage is provided by the state, including movable, immovable, library or archive heritage. Protection does not concern the legal regime or the execution of physical protection with an emphasis on heritage artefacts, but rather the identification, preservation and development of cultural themes linking contemporary man to his material and spiritual heritage. Such an interpretation of heritage is an important factor of social unification and an expression of national, regional and provincial identity. It contributes to the quality of people's everyday life and their environment and is an element of permanent development.

Aims

1. The aim of cultural policy goes beyond the protection of buildings and other monuments, areas and artefacts with heritage qualities to embrace the encouragement and development of traditional and modern skills, creativity and positive attitudes towards heritage. In other words: the target group of heritage protection is people connected with such an understanding of heritage.
2. Another aim of cultural policy is to distribute protection assignments among state departments and to assign an appropriate share of duties to local communities. Simultaneously, the citizens – proprietors of heritage and other individuals (societies, non-governmental organisations) – become important and equal partners with the state and local communities.
3. The objective of the national programme in the field of protection of cultural heritage is that the National Assembly (or the Government?) approves a strategic document defining the main issues and approaches to development.

Domains and Directions

1) Organisation of protection activities

The main approach to the reorganisation of public institutes for heritage protection is defined by the new law. The carrying out of the reorganisation is a special project that needs to be executed systematically and gradually.

Protection does not depend merely on public services. Other departments, organs and organisations play an important part. Co-operation among them is to be improved so as to facilitate vertical and horizontal links.

One of the key approaches is the establishment of an inter-departmental committee for the comprehensive protection of cultural heritage. Regular forms of communication and co-operation are to be organised among state organs and regional bodies. The Council for Culture is not the key form of co-ordination between policy and expertise in our field of work.

2) Identification and inventorying of heritage

The collective register as the core of the information system will still be 'filled'; however, effective procedures for the rest of the documentation and inventorying of cultural heritage need to be established. Detailed inventories for individual types of heritage present a particularly demanding assignment. The inventorying is to be supported by the standardization of terminology and other methodological aids.

National museums are to take care of a unified inventorying of movable cultural heritage both within and outside their walls. The main tasks required include the unification of the inventories of the museums, the inventorying of movable heritage owned by the Church, the encouragement of inventorying of movable heritage in private ownership and the documentation of trading with artefacts and their export.

A special assignment concerning the immovable heritage is the completion of the collective register with the data on the categorisation of units and regions of heritage and the complete introduction of the GIS database. The assignment has both a technical and a professional element. As far as the latter is concerned, categorisation in some fields of heritage, such as archaeological heritage, are to be defined by means of fieldwork.

3) Protection of heritage as part of planning

The protection of monuments and heritage is to be assured in situ. This is of special importance for artefacts of heritage that are not and will not be protected as monuments. Therefore it is necessary to regulate regional planning protection procedures and facilitate the inclusion of the protection of such heritage into different programmes, i.e. of local communities, of regional planning, encouragement of regional development and tourism, etc. In the execution of such heritage protection projects, professional supervision by our service needs to be assured.

No interventions into heritage should be allowed without appropriate permits – not only the interventions in the sense of the present construction regulations. Permits are necessary for interventions that are potentially harmful to monuments and heritage. At the same time, efficient supervision procedures are to be put in place, together with provisions ensuring that works are carried out only by specially qualified contractors.

4) Protection of problematic types of heritage

New or neglected types of heritage are to be granted protection, e.g. settlement heritage, historical and technical heritage, the heritage of the 20th century, landscapes, non-material heritage in the form of traditional arts, crafts, skills and social practices. Special attention is to be paid to objects or individual artefacts and at the same time to the environs of buildings and monuments and the entities of architectural heritage, including movable artefacts and collections.

Mechanisms for the protection of areas of heritage are to be established with the co-operation of the regional planning sector. The mechanisms are to be adapted to different types of heritage and development problems in countryside areas, open landscapes, smaller settlements, towns and so on.

5) Problems of endangered heritage due to natural and human factors

Special attention is to be paid to projects for the restoration and revitalisation of architectural heritage that is empty and fallen into disrepair, or is being degraded by the activities taking place within it. Investors from abroad should be attracted: for example, to become involved in the revitalisation of castles, manor houses and estates for tourist activities.

Access to the main part of heritage should be granted to the widest public. At the same time, visits need be controlled, and co-operation assured between museums, administrators of monuments and those organising cultural programmes. Access needs to be restricted to levels that ensure no harm can befall monuments. Heritage sites should be physically protected, i.e. against natural and other disasters, theft, vandalism and other human activities. Additionally, operational plans for the protection of heritage in case of natural and other disasters should be prepared.

Co-operation should to be encouraged with all those responsible for the control and prevention of pollution, and the effects of pollution measured on various types of heritage. Provisions are to be put in place for the prevention of pollution and the alleviation of its effects.

6) Problems of funding of the maintenance and renovation of heritage

A system of legal funding of protection needs to be established. It is of primary importance that government subsidies for the renovation, presentation and administration of monuments are subject to clear and transparent regulations, with consistent calls for tenders and control over expenditure. At the same time, subsidies should be directed towards and restricted to comprehensive renovation and revitalisation projects. Administration projects should become part of renovation projects. The remaining area is to be deregulated by a system of income tax relief, low cost loans and other forms of incentive.

Regular supervision of the results of funding is required, and the merging of funds from different budgets and other sources facilitated. Priority should be given to projects with wide ranging results.

A real estate fund is to be established for the maintenance, renovation and administration of state owned monuments.

Sponsorship and part funding of heritage protection should be granted special income tax relief and other incentives.

7) Carrying out of maintenance and renovation work

The new law facilitates the participation of specialized contractors on the basis of permits in the field of protection, i.e. the direction and execution of heritage related works. The objective is to establish a network of qualified contractors, companies and individuals capable of competing with foreign companies in the European free market. At the same time, Slovenia's heritage needs to be granted protection against unqualified interventions by foreign restoration and similar companies during the opening up of the Slovenian market.

8) Education for heritage protection

Education of heritage protection experts should be provided for and permanent training assured as part of the advancement system. Education needs to be organised at both secondary and tertiary level. Scholarships and other forms of incentive are required to facilitate study abroad for those areas that involve small numbers and are yet vital to protection projects. The training

of workers (craftsmen and other professions) for heritage projects is in need of reorganisation. The Faculty of Architecture, the Faculty of Arts, the Biotechnical Faculty and the Academy of Arts should introduce courses and programmes qualifying students for interdisciplinary work in the field of conservation. The introduction of a credit system should be accelerated and the availability of regular postgraduate courses assured.

9) Development of an awareness of the importance of protection as part of the democratisation of culture

The state must promote various forms of private and civil society initiatives in the form of societies, foundations and other associations. Non-profitable organisations in the field of culture must have the opportunity to participate directly in the formulation of protection policy.

Co-operation needs to be established with professional associations of town planners, architects, builders, landscape architects, designers, etc. in order to assure that regional planning is better adapted to settlements, and to architectural and landscape heritage.

Awareness among the widest possible public of the importance of heritage and protection should be promoted. Awareness raising programmes among the young in schools and elsewhere are of particular importance. Heritage themes need to be included in school programmes at different levels and in different subjects, which directly or indirectly touch upon heritage.

10) Research activity

For all the above issues, research programmes and projects are required. Priority should be given to research in the following fields:

- inventorying of heritage: standards for various forms of documentation, glossaries and thesauruses (definitions of terms), systematic surveying of the entire heritage fund, inventorying of special types of heritage, new techniques of documentation, links with other databases;
- monitoring of endangered heritage in view of inadequate maintenance to date, recording of changes of ownership and the effects of planned large-scale infrastructure construction projects;
- new techniques and procedures of restoration and revitalisation of heritage;
- models of funding and the economics of heritage protection;
- the role of public administration (at national and local level) and non-governmental organisations in restoration and revitalisation,
- problems concerning the administration of heritage in view of changes of ownership, the introduction of the free market and harmonisation with the legal system of the European Union;
- protection of the national interest in the form of indirect and direct regulation of the market in movable and immovable heritage in view of European standards;
- co-operation in European and global research programmes in the field of heritage and heritage protection.

Research work must monitor and evaluate the effects of political measures and form the basis for a comprehensive heritage protection policy.

* The first version of this text was prepared by the author for a regional discussion on the national cultural programme that took place in May 1998. The shortened and partly supplemented version published here was written to help the committee appointed by Minister Jožef Školč to prepare the outline of the programme. The final, greatly shortened version contains only summarized excerpts from the present text, including a number of different formulations the author wishes to renounce.