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Sustainable spatial policies in managing high-value cultural areas

The Polish social and economic reality, quick structural changes and intensified urban development pose a significant threat for preservation and protection of landscape. The European Landscape Convention [14] ratified by Poland in 2004 specified a definition of landscape, understood as an area integrating natural and cultural components. Polish legislation draws a thick line between regulations concerning natural environment and those dealing with cultural environment. The sole body to be responsible for implementing the Convention provisions was the State Council for Nature Conservation (Państwowa Rada Ochrony Przyrody), which prepared a proposal for amendments in the Polish nature conservation acts [2], environment protection acts [1] and spatial planning and management acts [4]¹. Then again, there is a provision set forth in the act on monuments protection and care [3] which is already offering the broadest available possibilities to protect the cultural and natural landscape in accordance with the requirements and definition of the European Landscape Convention [14] – following the concept of sustainable development and social involvement. Changes in the manner in which the cultural landscape is perceived and in the methods employed to protect its qualities are increasingly defined by factors unrelated to conservation, but connected more with present social needs or economic possibilities being treated as superior aspects in conservation undertakings².

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¹ Provisions of this amendment proposal concerning definition of the landscape, broadening the definition of the landscape, landscape protection definition, implementation of landscape quality standards have not been implemented in the acts being amended [4].

² In view of active protection of fortress landscape, a number of primary criteria have been established concerning adaptation, and secondary criteria concerning directions of activities. The primary criteria include: the manner of use in relation to recreational functions, land management decisions, ownership forms, availability of the area in zoning plans. The secondary criteria are the historical and natural as well as other additional qualities. Auxiliary secondary criteria concern such factors as transportation issues and the surroundings [9].

At present, the only legal instrument following the ongoing developments is the culture park notion, as it is compliant with the contemporary, UNESCO recommended spatial formula, integrated landscape protection, culture and natural structures shaping the landscape [13].

The aim behind creating a cultural park is to preserve and maintain the features of areas displaying valuable landscape characteristics or their fragments, including the relevant composition and view relations as well as harmonious planning of development both within the park itself and in its surroundings [3]. It is only the cultural park form that allows for comprehensive approach to the issue of valuable area management, serving as a tool for local authorities to supervise such areas by means of protection plans, and consequently by local zoning plans [7].

A cultural park can be established by a commune council by way of a resolution, in which the borders, manner of protection as well as limitations and prohibitions are defined [7]. In today's fragmented spatial structures, delineating clear borders may benefit integration of homogenous parts of a landscape, intensifying its importance and identity, supports conscious management of the area [9], [5].

A novelty in the Polish legal system is the provision allowing for establishment of an "organizational unit for managing a park", which integrates passive protection with management of the cultural resources. These statutory provisions do not precisely define either the formula of the managing body or the range to be covered by a cultural park protection plan – hence allowing room for individual solutions, conditioned by the local characteristics and protection objectives [7].

One of the recommended forms of management with social involvement in case of complicated ownership situations is the intersectoral cooperation, which offers equal chances for sustainable development of local communities. The cultural park formula motivates local authorities to support this type of undertakings, also for the purpose of preservation and promotion of their local heritage. The public-private partnership initiative is gaining sig-

nificant support the EU programmes and is of great relevance in distribution of financial means provided by the Union [5].

Informative and educational activities aiming at local communities and authorities are still insufficient, and erroneous interpretation of the cultural park as a land management form (i.e. 'a green area') and a source of limitations and prohibitions obscuring local development is a social barrier in popularising them. A document prepared in 2005 by a team of the Cracow University of Technology commissioned by the National Centre for Monument Research and Documentation (Krajowy Ośrodek Badań i Dokumentacji Zabytków) entitled *Principles for establishing and management of culture parks, preparing protection plans* [8] is a most exhaustive instruction supporting conservation professionals working on the local level. The study defined a set of criteria that cultural landscapes should meet in order to be qualified for protection when implementing the cultural park formula:

- exceptional cultural value,
- complexity of the structure,
- ability to self-regulate ('systemic' character of the landscape and the related necessity to involve local communities with the entire sphere of social policies to the protection activities).

Fulfillment of the aims facing a cultural park largely depends on the social attitude towards the very idea of protection and on effective resolution of conflicts which may emerge between different groups of space users: private owners, conservators, local governments and inhabitants. One of the principal ways to resolve conflicts and mitigate threats related to space management is to prepare appropriate solutions while drawing up a protection plan and zoning plan in consideration of the contemporary methods of encouraging local communities participation. A park cannot be created without successful liaison between the interested entities and co-financing of organizational, design and conservation related activities. Hence the guarantors of active protection of a cultural landscape in form of a cultural park are the acceptance and support of all interested parties³. As an indispensable part of process, up-to-date information should be provided on the benefits of a cultural park and of the related developments [7].

³ Intensified informative and educational activities performed by the author between March and December 2009 brought a significant improvement in the social attitude towards the idea to create the 19th Century Warsaw Fortress Culture Park. The project was launched with a survey, which showed that in case of the selected defensive structures, the inhabitants displayed total unawareness in identification of the historic structure of the area, its history and need to preserve. Over 90% of respondents did not understand the need to preserve the area in question or its relations in composition of the larger fortress system operating at the turn of 19th century. Seminars, workshops and promotion conducted in cooperation with the city hall and owners, as well as distribution of leaflets, posters, and broadening activities beyond their local range by a website and scientific articles brought an unexpectedly strong interest of the citizens, local associations and scientific community from all over the country. The effects of the promotional activities were gathered and presented in a large publication entitled *Warsaw Fortress: 19th century fortification complex: consultations and assumptions to a protection plan for the 19th Century Warsaw Fortress Culture Park* [8].

The commonly observed aversion of the commune authorities to passing new zoning plans, which is one of the conditions to be met in order to establish a culture park, is an obstacle to further expansion of this form of protection. According to a report by the National Centre for Monument Research and Documentation published at the end of 2009, only 20 culture parks were formally acknowledged in Poland by 2003, and a number of initiatives were blocked by rulings of administrative courts [16].

The initiative to create culture parks played a particularly important role in the experimental attainment of historical defensive complexes. The year 2003 saw the emergence of a country-wide drive to create fortress culture parks, as a formula which suits perfectly the need to protect largely dispersed and stretched defensive complexes comprising integrated functional and spatial systems characterized by exceptional cultural and natural values. The first park of this type to be created in Poland was the Srebrna Góra Fortress Cultural Park (Forteczny Park Kulturowy Twierdzy Srebrna Góra) [11]⁴, and next was the Kłodzko Fortress Cultural Park (Forteczny Park Kulturowy Twierdzy Kłodzko). The Srebrna Góra park is situated in Stoszowice commune, and, just like the Kłodzko Fortress, encompassed a mountain fortress in its unified borders. The communes of this region were most interested in finding solutions ensuring self-financing of the preservation initiatives located in the communal areas. For many years now, there has been some effort in creating fortress cultural parks in urban areas of large cities, where the social and ownership issues dominate the conservation formula, such as in Cracow, Toruń, Przemyśl, Zamość.

In case of the Przemyśl Fortress, the authors of conceptual design from the Cracow University of Technology proposed a complex of 14 Przemyśl Fortress Defensive Landscape Cultural Parks, conceived partly as trans-border projects in partnership with Ukraine. In Cracow in 2003, 7 Cracow Fortress Defensive Landscape Cultural Parks and one aviation park were accepted for establishment. Works on creating the Zamość Fortress Cultural Park commenced in 2006 and their aim is not only to preserve the very nucleus of the UNESCO listed fortress, but also to maintain the entire landscape surrounding it and making it possible for the structure to be properly displayed in a harmonious open landscape.

In Poland there are also several cultural parks which, despite their name, are not a form of legal protection but an example of an idea for comprehensive management of a defined area for the purposes of preservation and effective usage of highly valuable space of natural and cultural qualities: the Gdańsk City Fortress Cultural Park and the Hewelianum Centre, the Nysa Fortress Culture and Nature Park, Cracow Aviation Cultural Park. In Warsaw, advanced work on passing a resolution allowing for establishment of the 19th Century Warsaw Fortress Cultural Park has been in the pipeline since 2005 [11].

⁴ The first cultural park in Srebrna Góra was created back in 2002, before the act on historic monuments protection and care was passed (in 2003).

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Zrównoważona polityka przestrzenna wobec obszarów o wyjątkowych wartościach kulturowych

Ochronę prawną złożonych struktur krajobrazu kulturowego oraz zrównoważone wykorzystanie jego walorów do aktywizacji gospodarczej, promocji regionu i rozwoju turystyki najskuteczniej umożliwia formuła parku kulturowego. Aktywizacja lokalnych środowisk przy określaniu zasad i granic dopuszczalnej ingerencji w planie ochrony stanowi bazę

do prowadzenia polityki przestrzennej w zakresie ochrony wartości kulturowo-przyrodniczych i zagospodarowania terenu. Utworzenie jednostki zarządzającej parkiem kulturowym wspomaga budowanie partnerstwa międzysektorowego, ułatwia zdobywanie funduszy, pośrednio wpływając na poprawę jakości życia mieszkańców i kulturę przestrzeni.

Key words: sustainable planning, culture park, management

Słowa kluczowe: planowanie zrównoważone, park kulturowy, zarządzanie