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Cultural Heritage Management in a decentralised system: structure and organisation in Switzerland

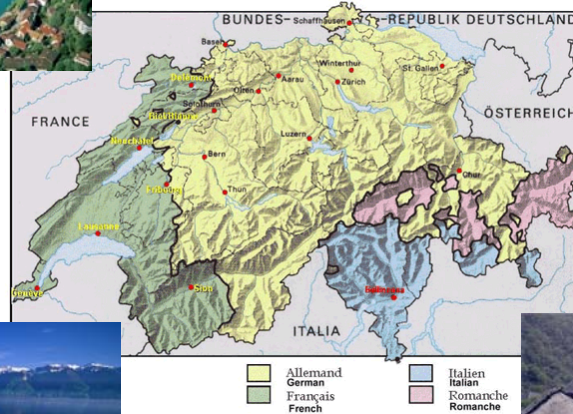
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Johann Mürner
Federal Office of Culture

Content

- Switzerland's cultural diversity
- Switzerland's federal structure
- Cultural heritage management: competent authorities
- Tasks of the Department of Cultural Heritage and Historic Monuments (funding, counselling, inventorying, etc.)
- Cultural heritage management: a common task
- Conclusion: advantages and disadvantages

Switzerland's cultural diversity



Comment:

Switzerland is divided in four linguistic regions: German, French, Italian and Romansh.

It disposes of a wide variety in topography, landscape and climate. Different religions, customs and architecture are part of Switzerland's culture.

Federal structure: Confederation



“Confoederatio Helvetica” (CH):

- 41'284 km², 7.4 mio inhabitants
- Separated powers: politics, justice, religion
- Politics:
 - Government: 7 ministers (1 president)
 - Parliament: 2 chambers
- The Confederation has authority in all areas where the cantons and communities are not in charge (foreign and security policy, customs, national defence, elaboration of nationally applicable legislation).

Comment:

As only 7 Ministers are responsible for all the tasks on the swiss federal level, the offices (administration) have an important role in the fulfilment of federal tasks.

Federal structure: cantons



26 cantons:

- Different sizes:
Appenzell i. R.: 14'996 inhabitants
Zurich: 1.3 mio inhabitants
- Large autonomy (own constitution, government, parliament, court and legislation)
- Tasks which are not expressly attributed to the Confederation fall to the cantons.

Federal structure: communities



2715 communities:

Degree of autonomy determined by canton

Cultural heritage management: competent authorities

Art. 78 of the Federal Constitution : Protection of natural and cultural heritage:

The cantons are in charge of the protection of natural and cultural heritage.

- There are **26** competent authorities dealing with cultural heritage issues.
- There are **26** different systems concerning the management of cultural heritage.

The two main systems are :

- 1° The canton establishes an inventory of protected monuments (two levels of importance: local, cantonal)
- 2° The canton establishes an inventory of monuments likely to be protected (two levels of importance: local, cantonal)

Comment:

The individual competence of a canton is an advantage for Switzerland's diversity, the contiguous view of the problems and questions at hand allows appropriate solutions.

The final decision for a listing of a monument as a protected site (2°) will be taken when an authorisation for restauration is issued.

Cultural heritage management: competent authorities

Art. 78 of the Federal Constitution : Protection of natural and cultural heritage:

In the fulfilment of its tasks, the Confederation is obliged to respect the issues of protection of natural and cultural heritage.

The Confederation can financially support efforts undertaken to protect natural and cultural heritage and can acquire or secure items of national interest contractually or by expropriation.

Comment:

In all the cases where the Confederation and its institutions and enterprises are involved, they shall fulfil this obligation by

- a. suitably designing and maintaining their own buildings and installations, or by foregoing their construction altogether;
- b. imposing conditions or requirements on the issue of licences and authorisations, or refusing to issue them;
- c. restricting or refusing subsidies.

This obligation applies regardless of the significance of the site as of national, regional or local importance. A measure must not go beyond what is required to protect the site and its surroundings.

The fact that the Confederation is involved in almost all important activities (spatial planning, transport infrastructure, renovation of agricultural buildings, installations of railways, post, etc), allows a high influence and control all over Switzerland.

Concrete tasks of the Confederation

Funding

1° Combined funding (with a participation of the cantons):

- preservation, conservation and restoration of properties of all levels of classification (local, cantonal, national)
- archaeological measures

2° Funding of research, formation and public relations



Comment:

Even if the cantons are in charge of the protection of cultural heritage (Article 78 of the Federal Constitution), the grants are by legislation a common task between Confederation and cantons. Both levels, Confederation and cantons, are participating financially to support measures of restauration, archeology, etc.

The Confederation defines the priorities of the financial assistance with each canton bilaterally, in order to take the national and regional view into consideration.

The Confederation provides subsidies to national organisations involved in cultural heritage protection and monument preservation towards the costs of their activities serving the public interest.

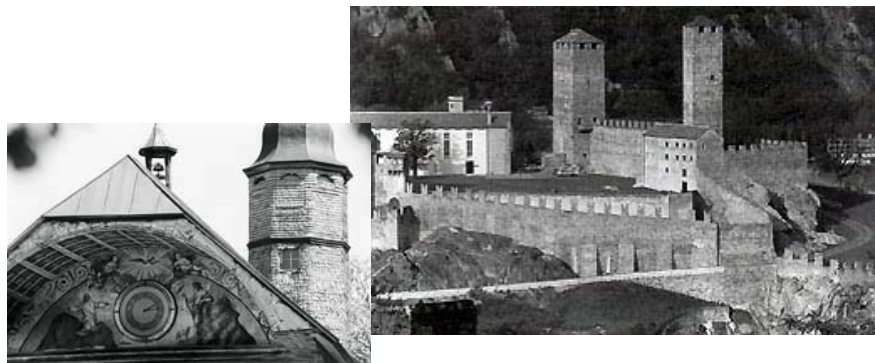
Concrete tasks of the Confederation

Consulting:

The competent cantonal authority can ask for the advice of a federal expert at any time.

Inventorying:

- KGS: Federal Inventory of cultural properties
- ISOS: Federal Inventory of Swiss Heritage Sites
- BLN: Federal Inventory of Landscapes and Natural Monuments of National Importance
- IVS: Inventory of Historic Routes



Comment:

Not all the cantons dispose of the adept structure to be able to treat all the theoretical and practical questions for monument preservation, archeology and protection of sites of local character. Therefore, the Confederation provides a technical assistance by means of federal experts.

Another important element on the national scale is the inventorying. After consultation with the cantons, the Confederation shall prepare inventories of sites of national importance. These may be based on existing inventories drawn up by official institutions and organisations active in the fields of cultural heritage protection or monument preservation. The principles determining the selection of sites shall be stated in the inventories, which must also include at least the following details:

- a precise description of the sites;
- justification for their national importance;
- possible threats;
- existing protection measures;
- the level of protection aimed for;
- proposals for improvements.

The inventories need not be exhaustive. They must be reviewed and updated at regular intervals.

Inventory of cultural properties (KGS)

Inventaire suisse des biens culturels d'importance nationale

(Projet pour l'audition: 21.11.2008)

Commune	Objet	Objet inscrit dans l'inventaire	Objet inscrit dans l'inventaire	Objet inscrit dans l'inventaire	Objet inscrit dans l'inventaire	Objet inscrit dans l'inventaire	Objet inscrit dans l'inventaire	x	y
Delémont	Chapelle du Vorbourg avec ex-voto	X						593.920	247.641
	Château des princes-évêques	X						592.768	245.886
	Eglise St-Marc	X						592.814	245.974
	Fontaine Notre-Dame	X						592.837	246.040
	Musée jacobin d'art et d'histoire et Tour Rouge	X						592.700	245.961
	Rotonde pour locomotives, remises	X						594.000	245.850
	ESBS petite ville / Bourg								
Fahy	Ferme Boud Desvignes No 18	X						563.339	252.001
	Maison d'habitation Boud Desvignes No 19	X						563.319	251.981
	ESBS village								
Grosvier	Ferme La Quaise	X						582.000	242.000
	Saint-Brais, abri préhistorique					X			
Le Bémont (AO)	Ferme la Basse	X						568.200	255.500

<http://www.bevoelkerungsschutz.admin.ch/>



Comment:

Even if a property is classified as being of national importance (Inventory of cultural properties (KGS)), the responsibility for the related sites remains basically on the canton's level. The KGS-inventory comprehends over 2500 sites of national importance.

Inventory of Swiss Heritage Sites (ISOS)



P Périmètre, **E** Ensemble, **PE** Périmètre environnant,
EE Echappée dans l'environnement, **EI** Élément individuel

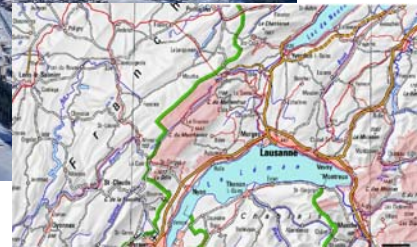
Type	Numéro	Désignation	État de conservation	Qualité architecturale	Qualité paysagère	Qualité historique	Qualité scientifique	Qualité culturelle	Qualité sociale	Qualité économique	Qualité environnementale	Qualité patrimoniale	Qualité artistique	Qualité technique	Qualité scientifique	Qualité culturelle	Qualité sociale	Qualité économique	Qualité environnementale	Qualité patrimoniale	Qualité artistique	Qualité technique
P	1	Agglomération historique regroupant quasiment toutes les constructions du site																				
PE	1	Espace central formel du site, pris à l'intérieur d'une voie en anneau																				
PE	8	Terrains agricoles entourant les constructions, tendant à constituer une clairière																				
EI	1.0.1	Chapelle baroque, datée 1711, dédiée à saint Laurent, précédée d'un porche et surmontée d'un clocheton à ailette																				
	1.0.2	Construction en maçonnerie du 15 ^e -16 ^e s.; accolade gothique et renaissance se terminant en gable																				
	1.0.3	Construction ancienne en ruine																				
	1.0.4	Transformations diverses groupées à l'entrée du site, menaçant le lieu: nouvelles maçonneries, ouvertures trop importantes, etc.																				
	0.0.5	Châlet à usage de résidence secondaire, peu gérant du fait de son implantation excentrée																				
	0.0.6	Installations du téléski, presque invisibles depuis le site																				
	0.0.7	Torrent du Mendachon rejoignant le cours de la Burgne, ayant fortement modifié la topographie du versant																				
	0.0.8	Cours de la Burgne coulant au fond d'un véritable canyon qui coupe le site de l'autre versant de la vallée																				



Comment:

In the Inventory of Swiss Heritage Sites (ISOS) over 1000 sites are classified of national importance.

Inventory of Landscapes and Natural Monuments (BLN)



www.bafu.admin.ch/bln/

Inventory of Historic Routes (IVS)



www.ivs.admin.ch

Cultural heritage management: a common task

Cultural heritage remains a common task: The cantons need the Confederation, the Confederation needs the cantons.

Advantages:

- Maintains Switzerland's rich cultural diversity
- Encourages intense cooperation and exchange of knowledge
- Brings cantonal and federal priorities together
- Balances the different cantonal economic and technical capacities
- Compensates possible lacks in cantonal policies

Disadvantages:

- Relatively laborious and slow system
- No direct action (even if in exceptional cases the Confederation can intervene to rescue a cultural property)

Comment:

In Switzerland, the advantages of the decentralised system are obvious. On the other hand it is to underline that the participation and the role of the Confederation is evident: However, the strong federal Act of the protection of cultural heritage (Federal Act on the protection of cultural heritage) and qualified expert bodies in the administration (Federal Office of culture) are essential.