

The Problem of Managing the Preservation of Historical and Cultural Heritage in the Regional Context

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Abstract

The present paper deals with main theoretical and methodological approaches to the study of management of historical and cultural heritage of Russia in terms of objects and phenomena of material and spiritual culture of people having special historical, art, esthetic and scientific value for ensuring social continuity of generations. The major focus of the paper is on the management of preservation of historical and cultural heritage. The paper presents the results of a comprehensive study of the evaluation of the power-management vertical in 12 regions with different levels of socio-cultural modernization (according to N. I. Lapin), conducted by the Center of Sociology of Management and Social Technologies of FCTAS RAS (2015-2017). The authors raise a number of important problems that need to be solved in the process of managing the preservation of historical and cultural heritage in Russia at the present time, and offer their solutions related to the organization of social participation (involvement) of the population in the development of territories, the use of technologies of socio-cultural design and resources of local governments.

Keywords: *Historical and cultural heritage, management, preservation of historical and cultural heritage, local self-government, socio-cultural design, technology of predictive social design, social and cultural resource.*

Despite the undertaken measures for the preservation of historical and cultural heritage, the situation in regions of Russia is far from satisfactory. There were some changes taken in town planning and architectural fields, in Russia, for the previous decade, that made it harder to collect relevant information about the real situation with historical cities in some regions. In its turn, the lack of information creates severe obstacles in developing a working methodology that will regulate the preservation of 'historical and cultural heritage' (further HCH). It's sad to admit, but a modern city still very often lives and transforms based on principles and laws of the structural approach.

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Responsible bodies put raw, average, or even presumptive data underlie urban environment planning. (Sociology of Management 2010, Sociology of Management 2015)

André Maurois noted: "It is important to keep a quite big share of the past in the present. The nation can't start from scratch, rejecting everything that was created by the previous generations. Durable symbols of continuity are architectural monuments Durability of establishment – pledge of his force tries to respect traditions whenever possible. If you cancel them, you should create others and whether they will be better?" (Maurois 1983: 345).

A new State, which is beginning its life as an independent nation, must have a sense of national Identity. In many cases, however, the new citizens, who formerly lived without any strong bond between the land formed part of a different political system, can not have that true, deep sense of national Identity which comes from a knowledge of the past and an understanding of the present. Where can they get this knowledge? They will find it in books in which the scattered traditions have been brought together. A library is not only a valuable instrument for the nation's use it helps to shape the nation itself.

The Japanese thinker Nisid Kitaro who developed the theory of the place spoke about the root place where human consciousness is created and the feeling of the place, the feeling of attachment of the person to the "place on the earth" is formed.

G. Jonas notes that progress exists in many spheres "Yes here only ... it is necessary to pay for it. With each transformation it is lost something valuable, ... the price of civilization in human and animal spheres is high and with further progress, it only increases" (Jonas 2004: 276).

The preservation of cultural values testifies to the high importance attached in the public mind to cultural heritage. This heritage ensures the preservation of society, as a base, the most important principle solutions to many of the most acute problems of modern spiritual life, taking into account the selection and interpretation of classical values that meet the needs of modern life. Only by leaning on heritage, and increasing it, society is capable to enrich culturally and itself, and a world civilization (Alexander 1977, Castells 1989).

Historical and cultural heritage plays a huge role in forming cultural space. The person who grew up in royal chambers or abbey will have another set of values, than the person who grew up in the hut.

Through many centuries the "concept idea of the place" had a great impact on forming different psychological aspects of a person and was tied closely to the main forming processes of the culture.

Each personality from birth to death exists in a certain historical and architectural environment, and it plays a significant role in his life, which can shed the light on many social, historical, psychological, and cultural aspects of life.

The previous policy of historical and cultural preservation, which was held by the Russian government turned out to be not that effective, though many government and public authorities of monument protection, were created during this period.

State documents condemn the disparaging attitude toward cultural and historical values, but still, the real need for restoration works is provided insufficiently (Arnoldova 2003: 14-19) At the same time many scientists and philosophers find the strong dependency between the preservation of historical and cultural heritage and the spiritual growth of society. What is more interesting with its creative perception and ability to use it for the sake of the ideals which are essentially important for moving towards the future.

“The historical and cultural heritage – is a part of the society itself, and it stands from the fundamental cultural phenomena, acting not like a frozen archival value or antique artifact storage but the live cultural space feeding and inspiring the living generations, giving a surprising richness of the cultural wealth so necessary for the person” (Arnoldova 2003: 25).

The contradiction between two opposite phenomena:

- admitting the importance of the preservation of historical and cultural heritage as a required condition for potential region development and growth by the scientific community (architects, town planners, urbanists, sociologists, etc.). And, also, growing interest, together with a willingness to help from the small to middle size businesses - on one side and
- lack of an implementation methodology for managing the processes of HCH at the regional level – on the other side forms the Scientific Problem of our research work (A. Tikhonov. B. 2007).

Research objective

The purpose of our work is to prove the importance of creating the management technology for HCH preservation taking into consideration the sociocultural aspects of the region and its modernization level.

Methodology

The study, that we are basing our research on, was carried out by the Center for Sociology of Management and Social Technologies of the Federal Research Center of the Russian Academy of Sciences. The study method - questionnaire (held in 2015-2016 in 12 regions), a total of 5452 working documents (questionnaires) were collected. The sample is a quota, proportional to the weight of groups at the intersection of the signs “gender” * “age” * “education” in the general population of these groups according to the country’s census (Russia: reforming the managerial vertical 2017).

When analyzing the answers given by responders about the current state of the historical and cultural heritage of the region and the activities of the authorities, we divided them into four groups:

- 1) Low level of development (Dagestan, Kalmykia, Smolensk region);
- 2) The level is below the average level of development (Bashkortostan, Omsk region, Sakha-Yakutia);
- 3) The average level of development (Amur, Belgorod, Vologda regions);
- 4) High level of development (Moscow, Nizhny Novgorod, Sverdlovsk regions).

The level of modernization of the regions, that our scientific group used during the region selection was based on the determinization adapted by N. I. Lapin and his colleagues for Russia, which defines six levels of modernization of Russian regions (in ascending order): 1) lagging, 2) pre-developed, 3) below the middle, 4) middle, 5) above the middle, 6) high (Atlas of Modernization 2016).

Research results and discussion.

As noted earlier, the state of historical and cultural heritage is a significant aspect that characterizes the quality of management at the regional level. HCH is a sociocultural resource, the competent use of which allows not only to attract financial flows to the region through tourism activities but also to form communicative meanings that unite the citizens.

Gender

Our study showed that in general (regardless of the region) women tend to assess the state of protection of cultural and historical monuments, better than men. They provided “excellent”,

“good” and “satisfactory” rate values in their answers more often. Men more often gave “rather bad” and “very bad” values. More often,

Education

Respondents with incomplete secondary, secondary general, and general special education provided “very bad” rate values more often than respondents with incomplete higher and higher education.

Income

The income level of the respondent is also important in assessing the state of preservation of cultural and historical monuments. The higher the income level the better “rates” responders provided. Financially unsecured part of the responders rated the situation worse.

Information awareness

Respondents demonstrating a low level of inclusion in information channels (less often reading newspapers, watching TV, using the Internet), more often rate the state of HCH preservation as “rather bad” and “very bad” than respondents demonstrating medium and high levels of inclusion in the information environment.

During the study, we obtained two indicators directly characterizing the situation with historical and cultural heritage in the regions:

1. The state of affairs in the field of preservation of historical and cultural heritage in the region in general;
2. Effectivity of the authority’s attempts in the preservation of HCH

Results:

To simplify the comparative analysis, we combined the responses with an “excellent” and “good” rate and the responses with “bad” and “very bad” rates (Table 1 and Table 2). And left satisfactory as well.

In these indicators, data significantly differs from region to region. At first, we will consider how citizens estimate the state of affairs in the field of HCH preservation in regions with a high level of modernization.

High level of modernization

Most of the answers of the citizens of the Sverdlovsk region, a situation with HCH preservation in the region is satisfying - 63.6% of responders. As “good” 25.7% and as “bad” 10.7%. 55.0% of participants of the poll consider that authorities’ attempts to manage the HCH problems as satisfying. 32.0% think – they are doing “good”, and 13.0% provide “bad” rates.

In the Moscow region, 56.6% of responders estimate a problem condition as “good” - 56.6%. 30.9% as “satisfactory”. And 12.6% as “bad”. Residents of the Moscow region estimated the activity of authorities slightly worse, than a situation with a problem, “good” - 54.6%, “satisfactory” – 30.4%, rated as “bad” – 15.0%.

In the Nizhny Novgorod region, the state of affairs in the field of preservation of historical and cultural heritage was estimated by 59.3% as “good”, “satisfactory” by 30.9% of responders, “bad” rate was set by 9.2% of responders. The activity of authorities was estimated slightly worse, as well as in other regions with a high level of modernization. The “Good” rate was given by 52.7% of responders, “satisfactory” by 37.3%, and “bad” by 10.0%.

Table 1

Population assessment of the situation with preservation of historical and cultural heritage in the region
(in % of the total number of respondents)

Modernisation Level	Regions	Rates		
		Well	Satisfying	Bad
High	Sverdlovsk region	63.6	25.7	10.7
	Moscow region	56.6	30.9	12.6
	Nizhny Novgorod region	59.3	31.5	9.2
Middle	Republic of Bashkortostan	73.9	21.1	5.0
	Republic of Sakha (Yakutia)	48.8	39.2	12.0
	Omsk region	46.6	34.9	18.5
Below the average	Belgorod region	73.6	17.8	8.6
	Vologda Oblast	70.2	26.6	3.2
	Amur Region	62.5	27.9	9.6
Low	Smolensk region	55.4	34.8	9.8
	Republic of Dagestan	51.2	39.0	9.8
	Republic of Kalmykia	51.1	34.7	14.3
Total:		60.3	29.5	10.2

Table 2

Population assessment of the regional administration for the preservation of historical and cultural heritage in the region
(in % of the total number of respondents)

Modernisation level	Regions	Rates		
		Well	Satisfying	Bad
High	Sverdlovsk region	55.0	32.1	13.0
	Moscow region	54.6	30.4	15.0
	Nizhny Novgorod region	52.7	37.3	10.0
Middle	Republic of Bashkortostan	66.7	25.9	7.5
	Republic of Sakha (Yakutia)	48.9	37.1	14.0
	Omsk region	37.1	39.1	23.8
Below the average	Belgorod region	67.2	20.1	12.7
	Vologda Oblast	66.7	27.0	6.3
	Amur Region	58.0	27.9	14.1
Low	Smolensk region	50.1	36.6	13.2
	Republic of Dagestan	48.8	34.1	17.1
	Republic of Kalmykia	48.7	35.5	15.8
Total:		55.2	31.6	13.2

In general, all regions which we conditionally carried to the high level of modernization have average values in the parameter of assessment of the problem of HCH preservation and activity of governing bodies in the solution of this problem.

The average level of modernization

In regions that we conditionally referred to as the average level of modernization, the problem of preservation of historical and cultural heritage is as follows.

In the Republic of Bashkortostan, more citizens than in any other region gave "good" rates to a condition of HCH (73.9%), 21.1% of the population gave a mark "good" and 5% "bad". Estimates of the activity of authorities were also estimated much above, than in other regions, it is "good" said 66.7% of responders, "satisfactory" - 21.1%, and "bad" rate gave 5.0% of responders. Thus, the Republic of Bashkortostan together with the Belgorod region share the leading position of the study. In two other regions with the average level of modernization, the situation with historical and cultural heritage is much worse.

The Omsk region has the worst figures in this parameter among all studied regions, 46.6% of the population consider a situation as "good", 34.9% - as "satisfactory", and 18.5% give a "bad" rate. Even worse points gathered situation with authority activities towards the HCH preservation in Omsk. As "good" rated 37.1%, "satisfactory" rate – 39.1%, and "bad" rate - 18.5%.

Approximately the same situation in the Sakha (Yakutia) Republic. A mark "good" on the condition of a problem, in general, was given by 48.8% of responders. 39.2% Rate for the "good" authority activity was given by 48.9% of responders, "satisfactory" by 39.1%, and "bad" by 14.0% of people.

Estimates of the problem of HCH preservation in regions with the average level of modernization received strong dispersion. One region was the leader in this parameter, and two other regions were outsiders.

Modernization level below the average

In regions with modernization level below the average, the situation with HCH preservation was rated highly enough. In the Belgorod and Vologda regions, the responders gave high rates both to the situation in general and to the work of authorities in the field (table 1 and table 2). In the Amur region, we received average values.

Low level of modernization

Among regions which we consider as regions with to a low level of modernization, the situation is better in the Smolensk region and worse in the Republics of Dagestan and Kalmykia (table 1 and table 2). In our opinion, the lack of resources and deficiency of investments affected the situation around the HCH preservation and peoples' opinion about the problem as a result.

Summary

Summing up the result, we can allocate three regions that won the leading positions on the preservation of cultural and historical monuments:

- the Republic of Bashkortostan;
- the Belgorod;
- the Vologda region.

Then go five regions with average results and middle positions:

- the Sverdlovsk;
- Amur;
- Nizhny Novgorod;
- Moscow;
- Smolensk.

The rest four regions are closing the list:

- the Republics of Dagestan;

- Kalmykia;
- Sakha (Yakutia);
- the Omsk

Findings

Having analyzed a situation with a condition of historical cultural heritage in regions, we can draw the following conclusions:

- Rates, provided by responders don't depend on the level of modernization of the region. Higher rates on this indicator were given by citizens of average and below-average modernization level regions.
- We can't insist on a correlation between the level of historical and cultural heritage (regions with high and rich HCH) and responders' answers about the real condition of the state and authorities' activities. The Vologda and Belgorod regions have advantages over the Omsk and Amur regions, they historically have a richer heritage, and results were higher, but Nizhny Novgorod, Smolensk regions as well as the Republics of Kalmykia, which also could be considered as regions with rich HCH showed much lower results.
- In all regions, we can observe a decrease in values when we suggest rating the regional authority activity in HCH preservation in the next question (table 1 and table2)

So it looks like that even in those regions where the situation with HCH preservation is excellent or good, based on the answers, responders tend to underestimate the results of the work of the government authorities when it comes to management problems (Russia: Reforming the Power and Management Vertical 2017).

Social participation: Principles and Practices.

At the beginning of the twentieth century, the principle of social participation was implemented across the board among most architects and urban planners in a number of Western countries. It is based on the right of the citizens to participate in the creation and development of the urban environment. This concept was developed in the 60s in the West. It was invented to oppose the vicious concept of urban planning practices, that ignore the interests of the consumer, citizens were created based on the "utopian idea of a rational city, the inhabitants of which do not live a natural life, but" implement clearly divorced functions "" (Dridze 1994: 131).

In Russia, for a long time, the main concept was the concept of "social settlement" (alternative to the principle of social participation), which implies the existence of the city "within" or "around" the industry, and the further urbanization led to the waste of almost all human life resources.

The main role in the development of the so-called "doctrine of social participation" is given to social sciences. It is based on the right of the population to participate in the design and creation of the urban environment on the basis of the principle of bilateral information. Specialists acquaint citizens with the projects they are developing, and citizens, in turn, pose problems to specialists arising from their requests and living conditions.

In fact, this means a transition from a functional approach to the development of the territory to the so-called "environmental approach" (Dridze 1994: C. 137). Within this approach, the status of an ordinary citizen changes, he turns from the object of a decision made by officials and specialists to the subject who has his own interests and rights, as well as reasonable requirements for changes.

The goals of social participation are divided into two classes:

- participation in the discussion of renewal programs and inclusive projects and processes during their whole implementation time. This can guarantee constructive dialogue between local authorities and citizens, providing a better understanding of each other's positions and difficulties;

- direct participation of citizens in socio-cultural changes, and the creation of their own local communities (Dridze 1994).

To implement the principle of social participation in today's conditions, in all managing processes of the HCH preservation, we should develop a technology that will base on the principles of predictive social design technology (developed by the scientific team at hand. T.M. Dridze) adapted for this very subject area.

Predictive Social Design Technology (Social and Cultural Design Fundamentals)

People as living organisms constantly exchange data with the surrounding environment, therefore, any unnatural plan of HCH preservation and its integration into the city development plan should be preceded by deep environmental and socio-diagnostic research. The problem of survival and reproduction of a physically, and mentally healthy person in an urban environment is still very acute.

Social diagnostics, which is used in the predictive sociocultural design, has its own specifics. It is a comprehensive interdisciplinary and it is based on the priorities of social development that underlie civil society.

"Accordingly, the attention of specialists in predictive socio-cultural design should focus on two objects

- on the psychological condition and life strategies of people who resolve problem situations by their own life resources, on one hand
- on counter flows of consciousness "and institutionally supported strategies of management decision-makers (professionals, officials, investors, other social entities) who are holders of public (state, territorial, etc.) or private resources, and on the other hand".

(Dridze 1994: 138)

Projective (or design) activity belongs to the category of innovative, creative activity. It involves the transformation of sociocultural reality and is built on the basis of the corresponding technology, which can be unified, mastered, and improved.

Social design requires the observance of certain conditions, namely, it must be taken into account that, along with the most likely way of development of the sociocultural processes, there is the least likely (but also possible) way.

What should be taken into consideration?

In sociocultural objects, there is usually a pool of internal resources that can be mobilized to solve the problem.

Socio-cultural structures are characterized by significant deformations, which can be used to realize the preferred way of future development.

Prospective purposes related to content can be replaced by one another; the same goal can be achieved by different means.

A change in one component of the sociocultural system can lead to a change in others. Secondary changes in feedback can affect the original component, changing it, so it is necessary to take into account the directional nature of the forward and reverse links.

When designing socio-cultural objects, it is very important to take into account subjective factors that imply the specifics of the design. These include but are not limited to:

- contradictory sociocultural object;
- multi-vector development of sociocultural objects;
- the impossibility of describing a sociocultural object with a finite number of terms;
- multivariate functioning of the sociocultural object;
- Variety of subjective components that determine the ratio of the assumed and real in the development of a socio-cultural object;

- factors determining different criteria for assessing the maturity of the development of a sociocultural object (Dolzhenkova 2005: C.15).

The most important structural element of the design phase - is research, since the designer should, firstly, know, and see the real problems of the functioning of a particular object area, and it's usability; secondly, should have a whole, general view and how to support it. The dominant methodological principle here is the systematic collection of information about the design and projection problems and the creation of a complex of information and resources for the project support.

How it works:

- accurately determine the areas of project activity (or priority areas of social and cultural design) and clearly determine the audience of the project (social category or community of people - carriers of the problem);
- develop the content of the program in a qualified manner, i.e. to formulate goals and objectives, to determine the types of sociocultural activities that are considered within the framework of the project as a means of solving problems;
- identify social forces interested in the implementation of the project (forces of support, potential and real partners, sources of financing) (Dridze 1994, Dolzhenkova 2005).

Conclusion

The management of historical and cultural heritage is an ongoing process. Fifteen years of experience in studying this process by the Center for Sociology of Management and Social Technologies of the Federal Research and Development Center of the Russian Academy of Sciences allows us to say that, unfortunately, the management system has not yet been verified and configured, both from the point of view of legislation and from the procedural aspect, for a positive result.

There are no clear boundaries of stakeholder responsibilities. The participation of citizens, as a directly interested stakeholder, in the city/region/state development process, is deliberately and systematically limited or even blocked.

The only opportunity to apply world experience in restoration and effective management, as well as the successful usage of cultural heritage objects not only for the benefit of the monument itself but also for the territorial unit in which this object is located, lies in the privatization of the monument by business enthusiasts who have been financially established and do not have the goal of obtaining serious commercial benefits from this object (Hillier, Vaughan 2006; Jeffres, Bracken, Jian, Casey 2009).

This is primarily due to the most complex and clumsy regulations for carrying out any work on the preservation or restoration of objects, as well as a huge administrative add-on represented by relevant departments and organizations that control the activities.

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