

will then be unsatisfactory and outcomes achieved partially or not at all. The solution may be quite simple (for example, better deployment of resources). But if direct remedies are not possible in the short term (for example resolving inadequacies in the legal frameworks), solutions might be found in other areas of the management system. Less direct remedies may require imaginative approaches.

Resolving the shortcomings must become a positive input. Changes to the management system may require days, months or years. Distinguishing the timeframes that are necessary and ensuring sufficient tenacity to deliver long-term improvements can represent a challenge.

What do improvements to management systems involve?

Gathering feedback and delivering improvements can be a multiple-step exercise:

1. Identifying gaps in the primary heritage management system that hinder its effectiveness and efficiency,
2. Where the *primary* system cannot deliver solutions, resorting to secondary sources (see the template in Part 4.5, p.118) to bring about change in the management system and increase effectiveness and efficiency (e.g. Herculaneum case study below).
3. Changing the primary management systems, a task that may be time-consuming and need strong political backing.

Improvements that come from the outside may derive from consulting specialist literature or from setting up an information-gathering project that might achieve multiple benefits. For example an oral history project could harness the experience of retired workers who maintained the site in the past, collecting information that fills gaps in the intellectual resources of the management system or that has been lost with a shift to outsourcing. The very process (from the bottom up) could help to overcome the drawbacks of legal and institutional frameworks that often fail (from the top down) to facilitate a participatory approach. There may also be new knowledge in the heritage sector relevant to developing heritage management systems.

CASE STUDY

Partnership to improve an existing management system without major legal or institutional reforms

The archaeological site of Herculaneum, part of the serial World Heritage property known as the Archaeological Areas of Pompei, Herculaneum and Torre Annunziata (Italy) is a significant case study for the use of partnership to create what is essentially a temporary management system to achieving lasting improvements to the existing management system, and without major institutional or legal reforms.

The towns of Pompeii and Herculaneum and their associated villas, buried by the eruption of Vesuvius in AD 79, provide a complete and vivid picture of society and daily life at a specific moment in the past that is without parallel anywhere in the world. Public-owned and public-run, until 1997 these archaeological sites were run by a centralized public system and chronically underfunded for the last decades of the 20th century. The local heritage authority was given financial and administrative autonomy from the ministry in 1997 (law no. 352/1997) which boosted funding (ticket income no longer went to the central ministry for redistribution) and reduced bureaucracy. However, the management reform was incomplete and human resources remained tied to the central Ministry of Culture and therefore inflexible and inadequate for local needs. Furthermore, the complexity of many national public works procedures continued to hinder efficient operations.

In 2002, Herculaneum was cited at the PisaMed conference in Rome as perhaps the worst example of archaeological conservation in a non war-torn country; in 2012 it was a positive model 'whose best practices surely can be replicated in other similar vast archaeological areas across the world', which was the conclusion of UNESCO Director-General Irina Bokova following her visit.

