Association Européenne des Représentants Territoriaux de l'Etat

European Association of State Territorial Representatives

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"The role of the STRs in the cities of art security and in the heritage protection"

"The role of the STRs in the Covid19 crisis management"

XXVIIth European Days of State Territorial Representatives

FLORENCE, Italy
28 - 30 October, 2021

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Program

THURSDAY OCTOBER 28, 2021

12:30-14:30 Registration of participants and lunch with partners (Palazzo Vecchio)

14:30 Beginning of the sessions (Palazzo Vecchio « Salone dei Cinquecento »)

14:30-15:00 **OPENING SESSION**

National anthem and European anthem
by Maestro Francesco Grollo

- **Mr. Ignazio PORTELLI,** Prefect, President of the ANFACI and of the EASTR (Italy) 5'
- **Mrs. Laura LEGA,** Prefect, Head of the Department of Firefighters, Public Relief and Civil Defense at the Ministry of the Interior (Italy) 5'
- **Mr. Dario NARDELLA,** Mayor of Florence (Italy) 12'
- Introduction of sessions by **Mr. Pierre-Etienne BISCH,** General Secretary of the EASTR (France) 2'

15:00-16:00 **SESSION I:** ***"The strategy of the States aiming the security of cities of art and the protection of cultural heritage and natural richness"***

1° **Mrs. Ana Luiza MASSOT THOMPSON-FLORES,** Director of the Unesco Regional Office for Science and Culture in Europe (Italy) 15'
"UNESCO's cultural conventions: the advanced multilateral framework for the protection of cultural and natural heritage"

2° **Lorenzo CASINI,** Head of cabinet of the Minister of internal affairs (Italy) 15'
"The security of cultural heritage"

16:00 End of the first part of the session I

Free time and return to the hotels for participants who do not attend the Board of Directors

16:15-17:15 **Board of Directors of the EASTR** (For the participants designated by their chef of delegation)

At the end, return to the hotels

18:15 Meeting in the hotel lobby and group departure for a tour of the Santa Croce Church.

Basilica di Santa Croce - *Piazza Santa Croce*

19:00 Visit of the monumental complex of Santa Croce

20:30 Dinner (Cenacle of the Santa Croce Church)

Next program

FRIDAY OCTOBER 29, 2021

8:15 Departure on foot from the hotels to the Palazzo Vecchio for the participants at sessions (Palazzo Vecchio « Salone dei Cinquecento »). *Meeting directly in Palazzo Vecchio. No organized departure.*

9:00–10:30 **SESSION I *(Continuation of working session)***

1 - Presentations

- **Mr. Philippe BELAVAL,** President of the National Center for Historical Monuments (France) 15'
  "The State Representative in the territory, actor and partner in heritage action. The French example of the Centre des monuments nationaux"
- **Mr. Eike SCHMIDT,** President of the Uffizi Gallery (Italy) 15'
  "Protection and valorization of museums and churches"
- **Mr. Michele DI BARI,** Prefect - Head of the Civil Liberties Department of the Ministry of the Interior (Italy) 15'
  "Valorization and conservation of the assets of the Fondo Edifici di Culto"

2 - Testimonials by the STRs

- **Mr. Denis MATHEN,** Governor of Namur (Belgium) 15'
  "The castle of Freyer and its gardens, a major heritage of Wallonia"
- **Mr. Gérard GAVORY,** Prefect of Manche (France) 15'
  "The security of the Mont-Saint-Michel"
- **Mrs. Pascale TRIMBACH,** Prefect of Meuse (France) 15'
  "Memorial heritage in the Meuse department"

10:30–11:00 **Coffee break**

11:00-16:00 **SESSION II *"The STRs and the Covid19 crisis management"***

11:00–13:00 **ROUND TABLE I *"Management of the Covid19 crisis by the STRs"***

Moderator: Mrs. Laura LEGA,
Prefect, Head of the Department of Firefighters,
Public Relief and Civil Defense at the Ministry of the Interior (Italy) 15'

Testimonials of the STR

- **Mrs. Terttu SAVOLAINEN,** General Director of Regional State Administrative Agency for Northern Finland (Finland) 15'
  "Tackling against COVID-19 virus on regional level"

Next program

FRIDAY OCTOBER 29, 2021 (suite)

- **Mr. Saffet Arikan BEDÜK,** President of the Turkish Association of Governors (Turkey) 15'
  "STRs in the fight against Covid-19 in Turkey"
- **Mr. Sándor SZABO,** Commissioner of administrative government (Hungary) 15'
  "Hungary against Covid-19"
- **Mr. Frank JENSSEN,** Governor of Trøndelag County (Norway) 15'
  "Regional Governors in Norway: Coordination and Information hub – upwards, downwards and sideways"
- **Mr. Hermann-Josef KLÜBER,** Regierungspräsident of Kassel, Land Hesse (Germany) 15'
  "Fighting pandemics in Germany - federal challenges and joint solutions using the example of setting up vaccination centers"
- **Mrs. Cathy BERX,** Governor of the province of Antwerp (Belgium) 15'
  "The role of STR's during Pandemic and the Antwerp wave: supra-local approach to a local pandemic resurgence: preconditions, tools, approach: lessons learned and critical success factors"
- **Mr. Pierre N'GAHANE,** Prefect of Marne (France) 15'
  "The role of the local State in the management of Covid-19"
- **Mrs. Ina ADEMA,** King's Commissioner, Province Noord Brabant (The Netherlands) 15'

13:00–14:15 Light lunch (with partners)

14:15–16:00 **ROUND TABLE II *"Conciliation of freedoms with security of health during the Covid19 crisis"***

Moderator: Mr. Denis MATHEN,
Governor of Namur (Belgium) 15'

Testimonials by the STRs

- **Mr. Renato SACCONE,** Prefect of Milan (Italy) 15'
  "Freedom of work and business during a pandemic period"
- **Mrs. Anneli HULTHÉN,** Governor, County Administrative Board of Skane (Sweden) 15'
  "The County Administrative Boards' role during the Covid pandemic"
- **Mr. Thierry BONNIER,** Prefect of Aude (France) 15'
  "The local State strengthened by the management of the health crisis, in search of a local territorial consensus"
- **Mr. Eric FREYSSELINARD,** Director at the Institute of High Studies of the Ministry of the Interior – IHEMI and former Prefect of Meurthe-et-Moselle (France) 15'
  "From yellow vests to the Covid: have we entered to a health dictatorship?"

Next program

FRIDAY OCTOBER 29, 2021 (suite)

- **Mr. Jan SPOOREN,** Governor of Flemish Brabant (Belgium) 15'
  "The delicate balance between freedoms and health risks in tackling the Covid-19 crisis"
- **Mr. Nicolas DESFORGES,** Prefect (France) 15'
  "The State' s territorial representatives facing the Covid 19 crisis: exchange of experiences in the French-speaking world"

15:45 Exchanges with the audience and end of the round table

16:15–16:30 Coffee break

16:30–17:00 Synthesis of sessions by **Mr. Jean-Michel BRICAULT,** Lecturer at the University of Reims (France) 30'

17:20-18:20 **GENERAL ASSEMBLY**

Conclusion speech by Mr. Ignazio PORTELLI,
President for year 2020/2021 (Italy)

19:15 Free time and return to the hotels on foot

*The Minister of the Interior **Luciana LAMORGESE**
was invited to speak

19:45 Meeting in the hotel lobby and group departure for the Gala dinner.

Palazzo Medici Riccardi « Salone Carlo VIII » - Via Cavour, 3

20:30 Gala dinner

Cultural program

SATURDAY OCTOBER 30, 2021

09:00-11:00 Visit of the Uffizi Gallery with partners.

Meeting point at the hall of the Uffizi Gallery at the time indicated in the confirmation letter sent to you by the Organizing Secretariat. There you will find the roll up with the sign of the conference.

Opening session

BY **MR. IGNAZIO PORTELLI**
Prefect, President of the ANFACI
and of the EASTR (Italy)



Mrs. Minister,
Mr. Mayor,
Dear Colleagues,
Authorities,
Ladies and gentlemen,

Good afternoon and welcome to the XXVII European Days of the State Territorial Representatives. I am pleased with your presence and would like to express a cordial greeting to the Spanish colleagues who are returning among us.

Very interesting working sessions with important speakers await us. The two years since the last meeting in Leuven have not passed unsuccessfully and our European Association has worked with constancy and commitment.

The topics of our Days relate to themes of common interest to us all.

We will reflect on the experiences gained in the fight against the pandemic that has involved every place on the entire planet, or more than 220 nations and overseas territories, with almost 250 million infections and 5 million deaths. In recent months, there have been advances and first analyses in the Association's website forum, which will now be deepened.

We will also address the issue of safety in arts places. In our countries there are great cultural heritages to be safeguarded and many of us are directly involved.

Our European Association has the commitment to deepen the common and peculiar elements relating to the State territorial representatives in the awareness of the existing difficulties in defining Europe in a unitary way, according to the teachings, in different epochs, of Niccolò Machiavelli and Paul Valéry.

For this purpose, our European Association is making a rational and philological effort to get to know our professions. Thus, in all these years of activity, it has been ascertained the non-existence of a pre-established identity which instead is constantly changing. Our common element is to carry out tasks that are important for the proper functioning of the States.

Furthermore, some of us carry out cross-border tasks frequently linked to European Union projects.

Paraphrasing the Treaty of Amsterdam, our European Association is an open space of free confrontation, of mutual knowledge, of exchange of experiences and reflections and, allow me to say, of friendship.

Here we are in an agora, not a container, but a space devoid of prejudices and ideas of superiority, with the acceptance of the plurality of situations, confident of being able to create a multiple identity of the territorial representatives of the State connected and in comparison with multiple public and private entities in an era of profound transformations.

In relation to the latter we distinguish ourselves because we always work in favor of the communities in which we operate. We work for the common good.

This our way of being has led us to expand our network in the Mediterranean area and to appreciate the effort of our



French-speaking European colleagues to connect with the French-speaking prefects of other continents. Our network, patiently, is destined to evolve and grow. One can only be satisfied, despite all the difficulties, especially in the last two years.

We have learned that our daily commitment is also to be institutional hinges, we have a duty to know the realities and to be able to transmit ideas and proposals to the decision-making levels of the Governments.

I conclude.

For their availability and hospitality, I would like to thank the Mayor of Florence, the Religious Buildings Fund, the Opera di Santa Croce, the Uffizi Gallery, the Prefecture and the companies that have helped us.

Let me also thank the organization, my colleagues from Anfaci who have done their utmost among so many obvious difficulties and supported me in my dual role as president of the European Association and of Anfaci. Thanks also to Annalisa Oliva for her industriousness and patience.

Finally, special thanks to my colleague Laura Lega for her precious and fundamental commitment and particular thanks to the President of the Republic who wished to award the medal of merit to the European Days. This is a high recognition to everyone's honor and also underlines the professional prestige and reliability of the Prefectural Corps in Italy.

Thank you for your attention, I wish you the best of the Days and your stay in the beautiful city of Florence. ●





Intervention

BY **MR. PIERRE-ÉTIENNE BISCH**
Secretary General of the EASTR

Mr. President, ladies
and gentlemen high authorities
and dear colleagues,



My intervention will be brief and will aim to quickly present what will be, thanks to each of us, these two Days of the EASTR in Florence.

My first words are words of relief and gratitude.

Relief because after being postponed for a year due to Covid19, the 2020 European Days can finally be held, even if it is in 2021.

Recognition for the virtues of patience and perseverance of our hosts at the ANFACI, that is to say of President Portelli, of the Secretary General, Laura Lega, of his collaborator Annalisa Oliva and of the entire organization team from the Scaramuzzi team agency.

I would then like to thank the high-level speakers who have agreed to join us in Florence, to present their points of view, either at the beginning of the afternoon or tomorrow.

You know that we want to precede our exchange of experiences between STRs with these framing interventions which allow us to re-situate the global challenges of our missions, which are by nature very operational.

We have, in the Office and then in the Board of Directors of the EASTR, decided to combine two different themes, given the current events.

On the one hand, we enthusiastically maintained the theme of heritage protection and its relationship with the work of STRs, in particular in cities of art, such as Florence. You will certainly notice that there are more than nuances, very enriching to know, between the margins of initiatives of the STRs according to their countries or regions of exercise. And yet, the issues related to over-frequenting of major tourist sites or the exposure of cities to the consequences of climate change, such as the flooding of rivers near certain museums, are probably systemic issues of the present times. These differences are logically the result of our differences in the administrative organization of public powers, but perhaps also the fact of an unequal sensitivity to the challenges of protecting the arts in general in the context of globalization and the primacy of economic flows.

On the other hand, we have also retained the theme of health crisis management in the face of Covid19 for obvious reasons. Intuitively, and before listening to the various speakers, we are entitled to think that the differences between our countries and regions will be less marked here than, for example, in the fields of security in matters of terrorism or the conduct of immigration policies.

However, we expect a lot from comparisons in this field and it is intentionally that we have requested presentations on the theme of reconciling action to protect public health and respect of public and individual freedoms.

I will end by thanking all those who registered as speakers, without forgetting those who would have liked to do so, if the constraints of the agenda had allowed it. Finally, thanks be given to the moderators of the round tables and to Mr. Jean-Michel Bricault who will, like every year, summarize our work tomorrow.

Good European Days to everybody! ●

The representative of the State in the territory, actor and partner of the heritage action The French example of the Centre des monuments nationaux

BY **MR. PHILIPPE BELAVAL**
President of the National Center
for Historical Monuments (France)



Created in 1914, the Centre des monuments nationaux manages on behalf of the State more than 110 heritage sites spread over almost the entire continental territory of France; the most famous are the Arc de Triomphe or the Pantheon in Paris, the abbey of Mont-Saint-Michel, the ramparts of the City of Carcassonne. In 2019, these sites welcomed 10 million visitors.

The very nature of the institution's missions leads it to maintain a permanent relationship, of information and collaboration, with the prefect who is the territorial representative of the State.

This relationship materializes in many ways:

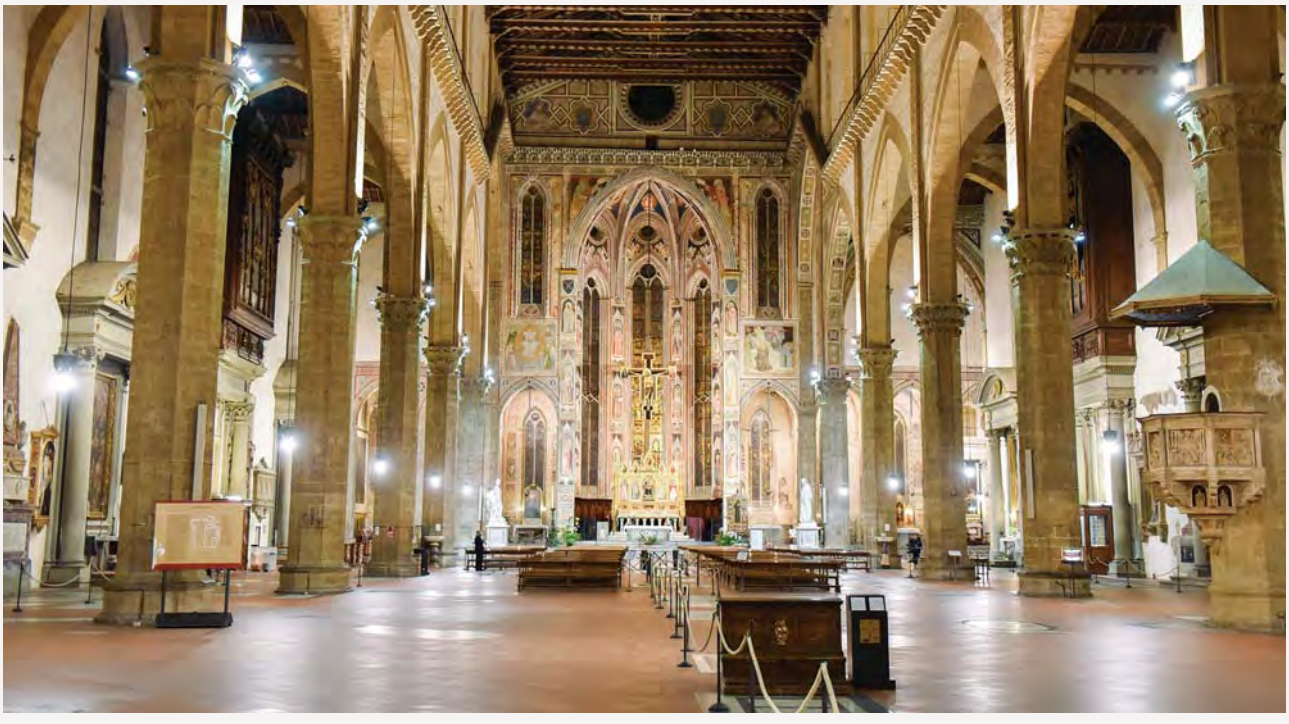
- As head of security and safety, the prefect constantly controls the conditions of reception of the public, with particular vigilance on sites hosting large flows of public in constrained spaces. This vigilance is reinforced in the event of a particular threat, such as a terrorist threat, or in the event of a ceremony or demonstration on the public highway.

- As an environmental authority, the prefect ensures the preservation of sensitive sites. He is also required to intervene frequently in the delicate issue of the installation of wind turbines.

- It is under the authority of the regional prefect that the authorizations required by the legislation for the protection of historic monuments are issued, and in particular the work permits.

- When a monument is at the heart of a plurality of issues, involving several national and territorial actors, the prefect is intended to ensure the coordination of the whole. The prefect can also play a valuable role of impetus and conviction when a particular situation requires it at the local level.

The prefect is therefore a full-fledged actor in the patrimonial action on a daily basis, whose profoundly sovereign nature is confirmed, since it is conceived as having to ensure the preservation and transmission of an invaluable collective treasure for which France is responsible, not only vis-à-vis its population, but vis-à-vis humanity as a whole.●



An example of a "multi-aspect" approach to heritage protection: The Castle of Freÿr and its gardens, a major heritage of Wallonia

Testimonials by the STRs

BY **MR. DENIS MATHEN**
Governor of Namur (Belgium)

As government commissioner, crisis manager, but also a mobilizer of vital forces, can the facets of his function help him in the objective of protecting heritage?



The Provincial Governor represents several entities: he is commissioner of the federal, regional and French community governments. **It has multiple (legally assigned) powers related to civil security, emergency planning, crisis management and public order. Heritage is not a priori represented there ... but it has the ability to be involved!**

HOW?

1) In emergency planning and crisis management

- Ensure better integration of heritage in the general emergency and intervention plans (PGUI) because too often forgotten in (the priorities of) the emergency.

- By organizing crisis management exercises in which the issue of heritage protection is raised.

- By advising the integration of heritage into internal emergency plans (PIU).

- By raising awareness among local authorities and actors to the heritage issue (conferences, training courses, etc.)

- By identifying the needs and the means necessary for the various structures to prepare for and face a threat.

- By creating a dynamic "Blue Shield" (ICOMOS - International Council of Monuments and Sites) at the provincial level:
  - Protection of heritage in case of endogenous or exogenous disaster.
  - How and where to save movable heritage in case of a disaster (fire, flood, tornado)?

2) With a dynamic of networks, an involvement in foundations with a heritage vocation and a certain "magistracy of influence":

- King Baudouin Foundation
- Laubespin-Lagarde Fund: artistic, cultural, sociological, scientific, historical and educational support for heritage sites including the castle of Freÿr.

- Barbazon Fund: safeguard, enhance and promote the local and cultural heritage of the south-eastern province of Namur.

3) With support, facilitation and initiation of projects related to heritage protection and integrating them around the dynamics of the Blue Shield.

CONCRETE EXAMPLE?

The Castle and the gardens of Freÿr, major heritage of Wallonia. An architectural, historical and natural point of view:

- Protection of the built and natural heritage:
  - Restoration of the castle identical to the techniques of the period.
  - Protection and preservation of bat habitat.

- Durable protection:
  - "Castle Zero Emissions": reduce the ecological footprint of buildings, limit energy consumption, sustainable recovery of wood, wastewater treatment station and high-performance boiler.

- Protection of biodiversity:
  - Restoration of historic gardens: training of gardeners, landscape architects and stone craftsmen in the specifics of historic gardens.
  - The orange trees of the park: protection of this 300-year-old plant heritage.

- Legal protection:
  - Family inheritance: management of the transmission (joint ownership, A.S.B.L., foundation, company, etc.)
  - A study day was organized on this subject.

- Protection in case of a crisis:
  - Blue Shield: Implementation of an emergency plan specific to the realities of the place, real estate, movable and plant heritage.
  - The objective for 2022 is to carry out an exercise (accident involving a truck carrying chemicals). ●

The safety of Mont-Saint-Michel

Testimonials by the STRs

BY **MR. GÉRARD GAVORY**
Prefect of Manche (France)

The security of Mont-Saint-Michel is a major issue, especially since the attacks that hit France in 2015.



A major tourist site and emblematic place, Mont-Saint-Michel welcomes an average of 3 million visitors each year. During peak periods, especially in August, the site can be visited by 20,000 people daily. This means the presence of around 2,000 individual vehicles. Since the Covid-19 epidemic, a drop of visits has certainly been recorded due to the decrease in groups of foreign tourists.

1/ MONT-SAINT-MICHEL : CONFIGURATION OF PLACE AND SECURITY ISSUES.

Mont-Saint-Michel is a very special tourist site, in particular by the configuration of its places. You can get there on foot, by shuttle or by bike. It has been an island since the site's Maritime Character Restoration (RCM). A barrier installed near the dam regulates the access of the shuttles. Very condensed, the municipality of Mont has nested dwellings (38 inhabitants) and, above all, a single free access point. Only paid access to the abbey, inside the site, is with access control. During peak periods, tourists therefore concentrate on a few dozen square meters, posing security concerns.

Between the car parking and the Mont-Saint-Michel site, *TransDev* company shuttles provide theur service to visitors. This transport system sometimes creates long queues. The presence of bicycles and pedestrians on the access road also causes difficulties, as the shuttles cannot pass them.

To ensure the protection of the site, several measures have been taken:

- In terms of staff, in reinforcement of the municipal police, reservists of the gendarmerie are mobilized every day during the vacation periods. A reinforcement of soldiers is also provided, during periods of high traffic, within the framework of the Sentinel system. The site is secured by the Pontorson gendarmerie brigade.
- Deployment of a video protection system on site. About thirty cameras, positioned on Mont-Saint-Michel, allow observation of the site and its surroundings.
- Likewise, the shuttle buses of the company *TransDev* have video protection systems which can only be viewed by municipal police officers and, ultimately, within the framework of the deployment of the Urban Surveillance Center (CSU), by gendarmes.

2/ A CENTRALIZED SECURITY SYSTEM: CREATION OF THE EPIC AND "SÉCURI-SITE" LABEL.

The EPIC (Public Industrial and Commercial Establishment) of Mont-Saint-Michel was created on January 1, 2020, in particular to ensure the unified management of the safety system concerning the operation of hydraulic equipment, the reception of the public in the abbey, shuttles and parking lots. The Prefect is responsible for the security of this sensitive site, labeled "securi-site". This label certifies the implementation of a complete security system, inside and around the sites, and close collaboration with concerned agents. By accepting this label, the signatories have undertaken to contribute to the safety of visitors on the site, through preventive and enhanced site protection measures.

3/ THE DECREE OF DECEMBER 11, 2019: MANAGEMENT OF SECURITY AND VIDEO SURVEILLANCE WORKS.

The decree of December 11, 2019 confers on the EPIC of Mont-Saint-Michel the task of "*ensuring, under the authority of the prefect and the police powers vested in the mayor, the safety and security of the site and of the infrastructures involved at the RCM*". In order to strengthen security on the site and ensure proper use of functional tools (in particular cameras), the State's objective is to strengthen the consistency of actions and the coordination of the various actors involved in site security. The EPIC must therefore be responsible for managing the video surveillance installations, the technical room located at the dam and the filtering barrier.
This transfer of responsibilities is progress.

4/ A NECESSARY REORGANIZATION OF THE MUNICIPAL POLICE.

The Mont site is located in three different municipalities (Mont-Saint-Michel, Beauvoir, Pontorson) which have created an inter-municipal police force.

Mayors are expected to delegate functional authority over traffic and parking to EPIC, thereby freeing up functional time for the municipal police.

It was proposed to the mayors to accept this operating scheme on an experimental basis. This delegation would operate only on the perimeter of the entrance for a tacitly renewable period of one year.

This enhanced cooperation will ensure the effectiveness of the overall security system of Mont-Saint-Michel. ●

The memorial heritage in the Meuse department

Testimonials by the STRs

BY **MRS. PASCALE TRIMBACH**
Prefect of Meuse (France)

Heritage, tangible or intangible, is our individual and collective heritage. This applies in particular to the memorial heritage.



As this heritage is national in essence, international organizations are reluctant to recognize it. However, with the emergence of European construction, it becomes a vector for rapprochement.

I THE INTERNATIONAL CHALLENGES OF MEMORIAL HERITAGE

The conventions on the World Heritage and the intangible cultural heritage of UNESCO concern not much the memorial heritage; its sites do not concern the battlefields, nor the commemorations.

In Europe, the Council of Europe has included heritage in a cross-border approach with 'itineraries' around 'thematic', but no itinerary concerns the memorial domain. As for the EU, the more recent European heritage label highlights sites (Robert Schuman's house) which have a European "meaning".

II THE SPECIFICITIES OF FRENCH HERITAGE

It is made up of specific monuments (monuments for the dead) created in the municipalities after 1918. Out of 35,000 French municipalities, only a few do not have any; that is to say that there is a specific architecture, but the dossier "necropolises of the First World War", presented by Belgium and France was not accepted by UNESCO (139 sites).

Meuse has 40 national necropolises.

The Douaumont Ossuary is a tomb for some 130,000 dead - French and German - and cenotaph of all the missing. Several necropolises also combine collective and individual graves.

But this heritage is not only material; it includes a dimension linked to collective and administrative memory with the nine "villages that died for France" around Verdun, of which only ruins remain. The State recognizes them and these villages "live" administratively: the Prefect appoints a municipal commission for each to ensure their safeguard.

III. IN THE SERVICE OF RECONCILIATION?

It is a melting pot of the "national" spirit but also constitutes an opportunity for cooperation as evidenced by the cooperation between the Souvenir Français and the Kriegsgräberfürsorge (German counterpart) in the maintenance of the graves.

In addition, Douaumont has become THE framework for Franco-German reconciliation.

Finally, we must mention the Tomb of the Unknown Soldier under the Arc de Triomphe. Statesmen and visitors from all over the world come together around the daily rekindling of the Flame.

This specific heritage can thus become a real issue for international cooperation. ●



Tackling COVID-19 at the regional level in Finland

Testimonials by the STRs

BY **MRS. TERTTU SAVOLAINEN**
General Director of Regional State Administrative Agency for Northern Finland (Finland)



Coronavirus arrived in other European countries, before Finland. This allowed a little time to prepare and strict restrictions to be implemented from the beginning. Schools and most places people could meet were closed, and teleworking was recommended. Shops and services remained open. People over 70 were instructed to stay at home. The strategy was to protect risk groups and minimize patients in intensive care.

October 2021 statistics indicate a total of about 155,000 confirmed cases and 1150 deaths in Finland. The situation has been most severe in Southern Finland.

Finland's hybrid strategy "test, trace, isolate, and treat" was centralized until autumn 2020 when actions were moved more to regional and local levels. Regional State Administrative Agencies (AVIs) were made responsible for regional restrictions and recommendations, and making decisions depending on the specific situation in their own region and official opinions provided by Hospital districts.

AVIs have had a central role in tackling COVID-19 at the regional level: co-ordinating, supervising, and steering local authorities; frequently gathering stakeholders online; producing situation updates; making decisions, steering, and supervising according to the Communicable Diseases Act; and communicating with enterprises, the third sector, the public, and the media.

Regional cooperation is good throughout Finland. AVIs work well together and have provided a common call-centre, produced combined answers to FAQs, held regular Director General meetings, and created AVI specialist online communication groups.

In summer 2021, the coronavirus situation had improved, people were getting vaccinated, so society was opened, unfortunately not everyone maintained Covid-19 precautions. Coronavirus is now spreading especially among unvaccinated people. The current twice-vaccinated rate, for 12+ year olds, is 77 %. The challenge is to raise this to over 80 %.

During the past 1.5 years, regional authorities have demonstrated they have the required specialist knowledge and people's trust, as well as the best regional knowledge and ability to operate very quickly when the national level gives them power and responsibilities.

Sharing good practices and cooperation between EASTR members is vitally important. ●



The Covid-19 pandemic and state territorial representatives in Turkey

Testimonials by the STRs

BY **MR. SAFFET ARIKAN BEDÜK**
President of the Turkish
Association of Governors (Turkey)



Covid-19 outbreak is carefully monitored in Turkey. Crisis management was carried out against the pandemic within the Presidential Government System. The decisions for measures were taken by the executive power represented by the President of the Republic of Turkey in the central administration. From the moment of the first case of Covid-19 was seen in Turkey, pandemic related measures were taken by both the Ministry of Health and the Ministry of Interior, in accordance with the recommendations of Ministry of Health and Scientific Advisory Board and the instructions of President.

Administration of territory in Turkey is based on a territorial administration system. This system represents the strong side of public administration against the pandemic. In this context, the measures taken by the central government were implemented and monitored throughout the country under the coordination of provincial authorities.

Many precautionary decisions were taken and implemented by the Ministry of Interior in order to manage the risk of the epidemic and conditions of contamination in terms of public health and public order, to ensure social isolation, to maintain social distance and to control the speed of its spread. Implementation, coordination and supervision of the measures taken by the central administration, is carried out by the boards under the chairmanship of the provincial administrators.

In Turkey, province governors and district governors are considered to be the most powerful elements of the administrative system, especially in terms of managing crises, disasters and emergencies.

Likewise, health care professionals in health care institutions, gendarmerie, police, coast guard personnel in law enforcement forces, affiliated institutions such as The Disaster and Emergency Management Agency, The Coordination Centre for Security and Emergency Situations and 112 (State emergency hotline) personnel working in the emergency call centres and all the personnel working in the provincial level of the central administration in emergency management performed their duties under the coordination and management of the provincial governors. NGOs were also instrumental in supporting the work conducted to manage the pandemic. ●

You can discover the presentation of Mr. Saffet Arikan Bedük

«The works of governors (State Territorial Representatives) concerning the protection and restoration of cultural heritage in Turkey.»

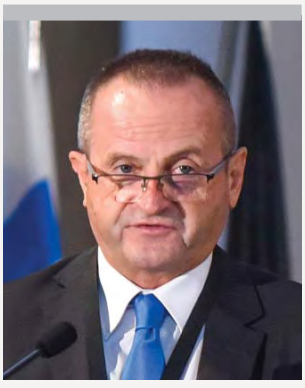
The examples of Istanbul and Safranbolu :

https://www.eastr-asso.org/content/works-governors-state-territorial-representatives-concerning-protection-and-restoration

Hungary Against COVID 19

Testimonials by the STRs

BY **MR. SÁNDOR SZABO**
Commissioner of administrative government (Hungary)



Hungary, like most of our European neighbors and allies, has had to endure 4 waves of this Pandemic. The first patient appeared in Hungary on the 4th of March, 2020. A week later the government announced a **state of emergency** and appointed the Prime Minister responsible to combat the disease, partnered with an official **Operational Staff**, led by the Minister of Home Affairs. This was followed by special legislation powers which authorized the government to enact orders or suspend laws, as well as introduce extraordinary ones.

This state of emergency is regulated by the Constitution. The fundamental decisions are made by the government, while the contributing parties are limited as implementers. The rule is that all the decisions are valid for all country, reflecting Hungary's Unitarian philosophy. However, local municipalities have the right to create their own defense policies, as long as they remain within the framework of the general rules.

As mentioned, we have had 4 waves of COVID 19. The first wave country was quick to enact, resulted in minimal mortality figures. When the second wave hit and the number of infected became a critical issue, the government implemented the State of Emergency.

At this point the Hungarian STR's began to play an extremely important role. The Hungarian National Public Health and Medical Officer Service has local bodies within each county and they are part of county government offices, as well as the field of epidemiology. That's why our first task was to organize and implement COVID testing in each county. Each County Government Commissioner was, and is, responsible for organizing dynamic testing points within their territories. These county offices were also responsible for the allocation of protective devices, clothing and equipment.

During the 3rd wave, there appeared a new and far more efficient mean of defense: a vaccine. Initially, supplies of vaccine were limited, thus establishing priority for its distribution and use: first came health and medical service personnel, then the elderly housed in social welfare institutions, followed closely by the general population that suffer from chronic disease, and of course public servants such as police and firemen.

At this point the Operational Staff ordered the establishment of the **National Vaccination Workshop**, led by the Secretary of State responsible for State Territorial Administration, and the **County Vaccination Workshops**, led by each County Commissioners. The members of this territorial bodies include hospital directors, police and fire leadership, the county Chief Medical Officers, and a representative for each county's family physicians.

The Hungarian vaccination system is based on two pillars –the hospital vaccination points and the networks of family physicians.

As a result of a thorough discussion in Hungary, 6 types of vaccine were approved and selected for use including the Russian Sputnik-V and the Chinese Sinopharm. The National Public Health and Medical Service Officer audited and monitored their acquisition and transport. ●

Regional Governors in Norway: Coordination and Information hub – upwards, downwards and sideways

Testimonials by the STRs

BY **MR. FRANK JENSSEN**
Governor of Trøndelag County (Norway)

SUMMARY
Norway is a unitary state. The municipalities are independent but bound by law to provide their residents with basic services.

The County Governors ensures that national policies are implemented locally, as the intermediary body between the government and the municipalities; we:
- explain national policies and regulations to the local level,
- administers financial subsidy schemes,
- safeguard rule of law for individuals as an appeals authority,
- are the supervisory authority for a range of municipal services.



EXAMPLES OF OUR ROLE DURING THE PANDEMIC:
1) Coordinated distribution of personal protective equipment and vaccines to municipalities.

2) Supported municipalities in their TISK (test, isolation, tracing, quarantine) work.

3) Status updates: helped ensure that national authorities had the same understanding of the situation as the municipalities – example border control

4) Priority: Helped ensure the maximum availability of services for children.

OUR APPROACH:
- clear national policy measures to be implemented locally,
- local freedom and responsibility within the framework of the national resolutions,
- a state that is present at eye level with the municipalities, explaining, but also listening to effects and needs for change, and reporting these upward.

4 GENERAL APPROACHES (PRINCIPLES) IN OUR CRISIS MANAGEMENT:
- same people responsible
- use existing organization
- proximity
- collaboration

This involves regular meetings with the health and preparedness authorities to which we report, and with the municipalities. We also cooperate with The Home Guard, public authorities, companies and the voluntary sector.

VALUABLE EXPERIENCE:
1) Fully utilised our skills as translator of national rules and regulations to those working on a local level. Has strengthened our role as an intermediary between central and local bodies.

2) With our professional staff, excellent digital support systems and clear understanding of our role we have managed to maintain a fast response time and high internal preparedness, while still providing services for our other tasks.

3) Have become a more modern and digitalised organisation.

CONCLUSION: An intermediary is useful and helps to implement national policies, ensure good regional coordination and good contact between the national and local parties handling a crisis. ●

Combating the Covid 19 pandemic in Germany Federal challenges and joint solutions using the example of the establishment of vaccination centres

Testimonials by the STRs

BY **MR. HERMANN-JOSEF KLÜBER**
Regierungspräsident of Kassel,
Land Hesse (Germany)



The Federal Republic of Germany has already had a so-called national pandemic plan for several years. It includes guidelines to be followed in the event of a pandemic in Germany and was first published in 2005 and has been continuously adapted since then. The pandemic plan serves to prepare authorities and institutions at federal and state level for a pandemic and provides a framework on how to react in the event of a pandemic.

The pandemic plans were in place but did not have the scale of such a pandemic as Covid-19 in mind. Germany - and consequently the Federal State of Hesse - was not adequately prepared. The challenge is to implement what we have learned today into future plans and to make preparations to deal with new crises.

In Hesse, the state has developed its own vaccination strategy to ensure a comprehensive vaccination programme. The "Task Force Vaccination Coordination", which was responsible for steering the vaccination campaign in Hesse, was in charge of implementation from November 2020.

A total of around 300 personnel were employed between November 2020 and September 2021. Their task was to ensure the supervision of the vaccination centres in organisational, legal or medical-pharmaceutical matters, logistics, schedule coordination and vaccination monitoring as well as providing comprehensive information to citizens, the press and parliament.

The vaccination strategy devised by the Task Force envisaged three supporting pillars, which have gradually entered the programme as vaccine availability has steadily increased. In addition to vaccinations by general practitioners (from April 2021) as well as company doctors (from June 2021), this included 28 vaccination centres in the Hessian regional authorities with a total capacity of up to 45,000 vaccinations per day.

With this triad of vaccination centres, general practitioners and company doctors, around eight million vaccine doses were administered to the citizens of Hesse from the start of the vaccination campaign on 27 December 2020 until the closure of the vaccination centres on 30 September 2021, thereby achieving full vaccination protection of almost 70 per cent of the population.

All in all, the Corona crisis has forced the Hessian administration to improve itself; many things will continue to change. The key points to mention are: the digitalisation of specialised procedures must be pushed forward, the stockpiling of protective clothing and the like must be optimised, pandemic plans must be drawn up or updated, and a critical infrastructure must be secured. The administrations have once again proven to be resilient supporters of the state government in times of crisis, as they were in 2008 during the financial crisis, in 2015 during the refugee crisis and now again during the pandemic. ●

The role of STR's during Pandemic and the Antwerp wave: supra-local approach to a local pandemic resurgence: preconditions, tools, approach (lessons learned and critical success factors)

Testimonials by the STRs

BY **MRS. CATHY BERX**
Governor Province of Antwerp (Belgium)



All Belgian governors have been closely involved from the outset of the crisis. In March 2020, they were instructed to ban major events by police decree. Some of them proclaimed a provincial phase in anticipation of the federal phase. From then on, all governors consulted daily and very much later weekly. Their diverse roles evolved throughout the crisis. Because of the specificity of the local epidemiological context, it could also diverge between the provinces.

What were those roles? During the federal phase, National Security Council (NSC) took all necessary the measures to protect the people's health and the health care system. The governors informed the Crisis Centre about the situation on the ground and the many needs they detected.

Some of the most important needs:
1) good, up-to-date and accessible data of the situation on the ground ;
2) necessary protective equipment and its proper distribution;
3) clarity and unambiguity about the measures and the many problems of interpretation;
4) the problem of tracing and source detection and the follow-up of home isolation and quarantine.

All mayors were frequently and profoundly informed about the situation and the (interpretation of) measures. Conversely, governors received feedback on interpretation and application problems and needs in the field They escalated unsolvable questions, proposed solutions and/or solved problems to the best of their ability.

Gradually, the governoers became actively involved in preparing the next phases of crisis management and the gradual phasing out of measures.

In July 2020, Antwerp was confronted with a spectacular increase in infection rates. Co-commissioned by the NSC, I worked together with the National Crisis Centre, many virologists, the Provincial Crisis Cell and our mayors to draw up specific measures for Antwerp. Thanks to the efforts of all Antwerp citizens, the figures reached the national average again by the beginning of the school year. Since then, crisis meetings also included the Health Care Zones, in particular on testing, local outbreaks, local contact tracing and source research, vaccinations, etc.

From October 2020 to May 2021, a so-called smart lockdown was in effect in Belgium. From January onwards, the governors continued previous assignments and concentrated on consultation with the NCC/mayors/Provincial Crisis Cell to keep the finger on the pulse. Additional assignments related to the vaccination campaign.

Since October 2021, Belgium has been confronted with a new increase in infection rates. New, highly targeted measures from the NSC. ●

Provincie Antwerpen
Vlaamse overheid
.be
Cathy Berx
Gouverneur
Provincie Antwerpen

The role of the local State in managing the COVID 19 crisis

Testimonials by the STRs

BY **MR. PIERRE N'GAHANE**
Prefect of Marne (France)



Faced with a crisis of unprecedented extent, the French State has particularly mobilized its territorial network and in particular prefectural one, with a threefold requirement:

1/ EMBODY THE EXERCISE OF PUBLIC ACTION AND THE PERMANENCE OF THE STATE

The prefectures have played an essential role in the territorial administration of the State. Only the network of prefectures had the responsiveness and appropriate tools to meet the requirements of such crisis management. The Prefect and sub-Prefects of the arrondissement, in all the departments, in close collaboration with the State services, set out on the ground in order to resolve the complexities resulting from the crisis and identify pragmatic solutions favorable to continuity of everyday life in a lockdown situation.

2/ INVOLVE LOCAL PLAYERS AND IN PARTICULAR ELECTED OFFICIALS TO PROVIDE A BALANCED, APPROPRIATE AND UNDERSTANDABLE TERRITORIAL RESPONSE

The Prefect-Mayor or even better Prefect / Elected couple has been greatly strengthened. The mobilization of communities in the implementation of local actions was essential. It resulted from a very rapid awareness of elected officials of their missions, while some had sometimes barely been invested in their mandates.

The agility of the public response was also established through the relationships established with the inter-municipal authorities. They legitimately constituted themselves as direct interlocutors of the prefectural body.

The very rapid, broad and concerted association of elected officials, partners and representatives of the economic and associative worlds present in the steering and monitoring committees, as well as the support of the various government departments have proven to be effective and efficient.

3/ BUILD A REDESIGNED AND INNOVATIVE RESILIENCE MODEL

During this crisis, the prefecture established itself as a sort of "hub" allowing decision making that the partnerships made understandable and immediately applicable. The sub-prefectures in conjunction with the teams of the regional health agency's regional directorate, the heads of vaccination centers but especially the local authorities have thus taken concrete action on optimizing human resources.

In managing of this crisis, the Prefects fully embodied the territorial State. ●



The role of the prefect in managing of the health crisis

Testimonials by the STRs

BY **MR. THIERRY BONNIER**
Prefect of Aude (France)

1. THE HEALTH CRISIS HAS REINFORCED THE PREFECTS IN THE MANAGEMENT OF THE CRISIS



Through his ability to bring together a large circle of players, the Prefect will have been able to adopt operational solutions more suited to the local situation. This crisis have confirmed this need to adapt the general rules to local circumstances (screening, vaccination, etc.).

The prefect assumed "regulation" between the central State and all the players: from the central State to the territories (by explaining national rules) and from the territories to the central State (information on the difficulties of application to change the rule).

The crisis cannot be reduced to a health issue: through the impact on all sectors of economic and social life, the Prefect has strengthened his role in the implementation of public policies, including for economic and social measures (funds solidarity, recovery plan, partial activity, etc.).

The crisis also reinforced the prefect as guarantor of public freedoms by raising the question of the link between restrictive health measures and the guarantee of public freedoms. The framework established by the regulatory power has left margin for the prefects to adapt the rules to the situation and in their department by ensuring proportionality in decisions (wearing a mask in certain municipalities, for example).

2. THE HEALTH CRISIS WILL HAVE AN IMPACT ON OUR MANAGEMENT OF THE CRISIS

2.1. The role of the local State in crisis management remains essential

The central State is essential in defining harmonized rules. That of the local State remains essential. Without it, a vacuum would have created between national rules and the local level. The State embodies the general interest, which does not result from the play of territorial balances, especially in areas with disparities in development.

2.2. The crisis management system at the local level can be improved

Our crisis management model remains tailored for "conventional" crises. It needs to be made more "resilient" and adaptable to crises of varying intensities. It is also necessary to strengthen our capacity for anticipation by involving more stakeholders in the territory,

Coordination costs remain too high. For the State to be more effective, all the services that act on its behalf must be placed under the authority of a single public official, the prefect.

2.3. The health crisis will have an effect on the organization and functioning of the local

State The crisis, by the position it has given to the State, will have shown the interest that the State has capacities for action and intervention. This crisis will also have exposed working methods little used in our administrations (piloting by indicators, videoconferences, etc.).

The reorientation of our resources towards supporting local players was also appreciated, while they are still too much devoted to administrative and instructional tasks.

This crisis will ultimately have changed our way of building territorial consensus. Discussions with the players in a territory to better involve them in public policies have proven to be positive. This initiative inaugurates a form of "government on a grand council" at the local level. It promotes the convergence of initiatives and helps build more consensus, where decentralization sometimes generates competition between communities and with the State. ●

From yellow vests to Covid: have we entered a health dictatorship?

Testimonials by the STRs

BY **MR. ÉRIC FREYSSELINARD**
Director at the Institute of High Studies of the Ministry of the Interior – IHEMI and former Prefect of Meurthe-et-Moselle (France)



The coronavirus crisis surprised all of us, even though the WHO had been announcing a possible pandemic for years. It has also disrupted our lifestyles and even restricted our freedoms.

In early March 2020, in France, the first outbreaks of detected contamination lead to the local closure of schools. This is the first violation of freedoms: an attack on the right to education. On March 16 a national lockdown was decided with the establishment of a system of certificates to be able to leave our homes, which raises the first questions (why only one kilometer around the home? Why are some shelves closed in big stores?).

The crisis ends up by having more structural effects, with many companies no longer functioning due to a lack of employees, supplies or orders.

From May, the lockdown was gradually lifted, but seven months later, it was put back at the national level with a curfew in the most affected areas. Non-essential businesses are closed again and the wearing of masks made compulsory in public places.

New step, in June 2021, indoor cafes and restaurants reopen with the implementation of a health pass. That was the period when the protests took shape, partly taking up the movement of the yellow vests. On July 14, demonstrations broke out across the country denouncing a "health dictatorship". The debates divide society and the refusal of the vaccine persists among some French people, some health professionals preferring to be suspended rather than submit to it. Today, however, 87% of people over 12 years old have received two doses of the vaccine.

The measures have evolved over time, first local, then national, then local again, with the prefects becoming, with the worsening of the crisis, central actors in public action. Communication by video or social networks has greatly increased. Remote work has grown. We have innovated legally with the state of health emergency and the health pass. The vast majority of people have become accustomed to the new measures.

Finally, we are drawing positive elements for the next health crisis, which is sure to come one day. And, of course, we have never been under a health dictatorship ... ●



The delicate balance between freedoms and health risks in tackling the Covid19 crisis

Testimonials by the STRs

BY **MR. JAN SPOOREN**
Governor of Flemish Brabant (Belgium)



The COVID-19 pandemic has huge impact which was caused by the virus, as well as the measures. From that situation raises fundamental question how we can conciliate freedoms and human rights with the right to live and the right to a good health.

Although the measures to manage the COVID-19 crisis have a negative impact on certain human rights. That does not mean that they are against human rights, nor illegal. Public authorities must be allowed to react quickly and efficiently in times of crisis, as long as the measures fulfil three conditions.

First they must legitimate. In the beginning little was known, but after 18 months experience there is better understanding about the effectiveness of the measures. In order to achieve this legitimacy there must be transparency both from the scientific side and from the media which can act as fourth power. It is in everyone's interest that the scientific data reaches as many people as possible.

Secondly the measures must have a legal basis. The COVID-19 crisis differs substantially from an acute crisis because of the extensive duration. After using procedures of emergency planning and the Civil Security Law, Belgium voted a Pandemic Law which incorporates more democratic checks and balances.

Thirdly the measurements must be proportionate. The impact and duration of a measure must be as limited as possible. The concept proportionality depends very much on the specific context of the pandemic.

The enforcement of those measures can only be successful if the measures are clear, deemed to be right, and when there are no different interpretations possible.

We can state that there is a wide variation of corona measures in the different European countries. But we can distinguish 2 different streams caused by the cultural dimensions and the State traditions of the depending countries. ●



The State' s territorial representatives facing the Covid 19 crisis: exchange of experiences in the French-speaking world.

Testimonials by the STRs

BY **MR. NICOLAS DESFORGES**
Prefect, Vice-President of ACP (France)



APREF's vocation is to allow French-speaking territorial state representatives to share their experiences and exchange good practices. The Covid-19 pandemic was unfortunately a privileged opportunity in this regard. APREF has therefore proposed to its members to share their experiences through an **online forum** and an **exchange space** on the member's section of the website.

Our members have widely used this space by sharing their actions. **French, Togolese, Ivorian, Swiss, Guinean and Belgian Prefects** were able to share their experiences, on aspects as diverse as collaboration with municipalities and their elected officials, partnerships with local businesses in particular through the production of hydroalcoholic gel, or the use of social networks to answer questions from the population.

This sharing of experience was further pursued during the APREF digital forum on 3rd December 2020, focusing on the management of Covid-19. Nearly a hundred listeners, from a dozen nationalities, participated. The President of the EASTR, Mr. Ignazio Portelli, was also invited to this event. These exchanges showed many similarities within the Francophone space. The state' s territorial representative was always in the front line with the citizens. They were responsible for responding to the population's requests for information and for explaining the State's decisions at a time when hostile positions to health policies were developing, explained Pierre-Luc Desgagne, **Quebec**'s delegate general in Brussels.

Nevertheless, as Éric Freysselinard, director of the IHEMI, points out, all the speakers spoke of **"a relegitimized state"**. Throughout the French-speaking world, they noted a growing appeal to the government in crisis situations. The speakers also noted the need to adapt responses to local realities. For example, as Fadama Itala Kourouma, National Director of Territorial Administration in **Guinea**, pointed out, the prefects of that country relied on religious leaders, who were crucial allies, to convey key messages from the government to local populations. In **France**, mayors and local socio-economic actors naturally turned to the prefect for information, while in **Switzerland**, prefects were mainly responsible for answering questions about the ever-changing government measures, as Patricia-Dominique Lachat, prefect of the District of Aigle, mentioned.

Beyond the similarities observed in the French-speaking world, Henri Monceau, Director of the Economic and Digital Francophonie of the OIF, mentioned the gap between developing and developed countries and the need to overcome it. As Chakib Benmoussa, **Moroccan** ambassador to France, pointed out, the strengthening of solidarity and international coordination is necessary, both within the Francophonie and at a global level, to support the resilience of all economies and improve the response of States during future health crises.

Finally, this forum was an opportunity to consider the long-term consequences of the pandemic. As the president of APREF, Mr. Mathen, governor of Namur in **Belgium**, indicated, it will be crucial to work on restoring the social bond and the citizen's trust in institutions. In December 2021, **the next Forum in Namur dedicated to social cohesion** will undoubtedly allow APREF members to share their experiences in this field. ●

"The role of the STRs in the security of cities of art and in the heritage protection"
"The role of the STRs in the Covid19 crisis management"

BY **MR. JEAN-MICHEL BRICAULT**
Lecturer,
Faculty of Law and Political Science,
University of Reims Champagne-Ardenne
CRDT

As often, the objective of the European Days is to follow societal evolutions[1] and through them, the evolution of the role of the State Territorial Representatives (STR) in the manner of an "agora", that is to say "a place for dialogue without prejudice"[2]. It is about appreciating the leeway enjoyed by the STRs within our complex and "fragmented"[3] societies. More precisely, how do they play their role of "relay between the center and the periphery"[4] in order to work for social cohesion?



Two themes were chosen for these 27th Days. The first relates to "the safety of art cities and the protection of heritage", a subject not appearing at first glance on the menu of sovereign powers. However, in the light of the very dense exchanges, we note a transversal mobilization of the European public authorities on this theme. And a second theme, directly linked to world news, addressing the "role of STRs in the management of the Covid19 crisis" studied more specifically from the angle of the delicate question of reconciling freedoms with health security.

To deal with these two themes, two sessions were necessary to understand the very variable leeway managed by the STRs.

1ST THEME = THE STRATEGY OF STATES IN RELATION TO THE SECURITY OF ART CITIES AND THE PROTECTION OF HERITAGE

Two fundamental points were highlighted. First of all, the successive presentations made it possible to paint a portrait of the variety of challenges to be taken up and of the multiple issues linked to heritage issues (A). It then appears that the role of the STR in this ecosystem of cultural and natural heritage can be qualified as "structuring".

A) Challenges and issues of heritage protection

The debates clearly highlighted the fact that "heritage" constitutes both a heritage and a fundamental element of our "individual and collective" memory[5]. Heritage represents "a collective representative value of national identity"[6]. Heritage "appears more and more as a factor of economic development, social cohesion and the maintenance of a territorial balance"[7].

It is also a key element of sustainable development[8] and has a strong "social inclusion" issue[9]. It is a source of identity and cohesion[10]. More specifically, the preservation and "enjoyment" of heritage sites present a "social dimension" understood as an element of local "pride"[11].

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1. Pierre-Etienne Bisch, General Secretary of the EASTR.
2. Ignazio Portelli, Prefect, President of ANFACI and the EASTR.
3. Renato Saccone, Prefect.
4. Laura Lega, Prefect, Head of the Department of Fire, Public Relief and Civil Protection at the Ministry of the Interior, Secretary General of ANFACI.
5. Pascale Trimbach, Prefect of Meuse, "Memorial heritage in the Meuse department"
6. Philippe Belaval, President of the National Center for Historical Monuments, "The representative of the State in the territory, player and partner in heritage action. French example of the Center of national monuments".
7. Idem.
8. Ana Luiza Massot, Director of the UNESCO Regional Office for Science and Culture in Europe, Venice. "UNESCO's cultural conventions: the most advanced multilateral framework for the protection of cultural and natural heritage."
9. Gérard Gavory, Prefect of Manche, "The security of Mont Saint Michel"
10. Ana Luiza Massot.
11. Eike Schmidt, Director of the Uffizi Gallery, Chairman of the Board of Directors of Fondo Edifici di Culto.

The protection of heritage is first and foremost a legal concept[12]. On the normative level, this is reflected in the registration of many sites on "specific lists" through very diverse "labeling" policies which have tended to increase in recent years ("Small Cities of Tomorrow" in France ", etc.).

The notion of heritage is of course very present on the international scene[13], in particular through UNESCO's cultural conventions. These are varied "powerful normative tools"[14] intended to support States in their choices and to promote peace, culture, intercultural dialogue or even unite around humanist values. The "culture / sustainable development" dialectic appears to be a force for transforming our societies.

Very rich comments have been developed on the "memorial heritage". The latter presents itself as "the spearhead of the national spirit" but it also appears as a "vector of cooperation for the future" on the international scene (e.g. the Douaumont Ossuary). It has also been shown a certain "reluctance"[15] to register heritages and sites linked to a conflict (with the exception of Auschwitz and Hiroshima).

To deepen the work, it was necessary to better understand the very notion of "security of heritage". The great "polysemy" of this term has thus been demonstrated[16]. Since the 1970s, this concept of security has tended to slide towards the concepts of "safeguard", "conservation" and "prevention" (preserving the integrity of the property in the face of natural disasters; securing "cities of art" in the face of threats of fires, terrorism, etc.).

B) The "structuring" role of the Prefect in heritage matters

STRs are "players and partners" in heritage management[17], primarily in the field of safety. They constantly monitor the reception conditions for the public, with particular vigilance on sites hosting large flows in restricted spaces. This vigilance is reinforced in case of a particular threat, of a terrorist nature, or in case of a ceremony or demonstration on the public highway. They should take a leading place to set up a real plan for the coordination of initiatives in terms of maintaining public order: management of visitor flows, organization of major ceremonies, harmonization of the various security players (local authorities, military, etc.) sometimes through agreements or even the implementation of quite specific legal tools. On this point, the testimony given on the subject of the security of Mont Saint-Michel was emblematic.

The STR is also required to develop and coordinate emergency "planning" for the protection of heritage[18]. In short, it is about integrating heritage into the "risk culture" (e.g. setting up a "blue shield" for the castle of Freÿr in Belgium[19]).

The environmental dimension of this public order has been emphasized on several occasions. The STR ensures the "protection of sensitive sites". It is first and foremost a question of preserving biodiversity (Castle of Freÿr in Belgium[20], Château d'If in Marseille, etc.) but also knowing how to develop renewable energy sources (wind turbines, solar panels, etc.) around remarkable sites by finding suitable solutions so as not to "denature" the sites. The STR also plays a central role in issuing the authorizations required by the legislation for the protection of historic monuments and in particular the authorizations for works (e.g. the International city of the French language housed at the Villers-Cotterêts Castle).

Because the heritage conservation imperative can conflict with certain other public policies (energy change, housing, infrastructure development, etc.), State arbitration is called for. The STR is thus associated with territorial choices in the heritage field, in collaboration with all other players.

Because the maintaining of heritage is becoming harder overall, and the notion of heritage has continued to evolve in the direction of extension, new economic models, based on different funding methods are needed. Thus, by using his "magistracy of influence"[21], the prefect participates in the coordination of the action of local authorities and partners, both public and private, through "COPIL" meeting in the prefecture (e.g. the City of Carcassonne or the abbey of Cluny).

When a monument is at the heart of a plurality of issues, involving a plurality of agents, the prefect is called "to ensure the coordination of the whole". It can play a "valuable" role[22] "of impetus and conviction when a particular situation demands it at the local level".

In conclusion, from this first session, it appeared that the STR are therefore "full-fledged players in asset management on a daily basis"[23]. They appear fully legitimate to act on this very symbolic ground of heritage security and they benefit very diverse flexibility. This public heritage action provides STR with additional initiative capacities to build territorial choices in conjunction with other local players.

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12. Pascale Trimbach.
13. And more recently since 2007, on the European scene.
14. Ana Luiza Massot.
15. Pascale Trimbach.
16. Lorenzo Casini, Professor of Administrative Law at the School for Advanced Studies IMT in Lucca and Chief of cabinet at the Ministry of Culture, "The Safety of Cultural Heritage".
17. Philippe Belaval.
18. Christian Hebrant.
19. Antoine Brismé.
20. Denis Mathen, Governor of Namur – Christian Hebrant, "The castle of Freÿr and its gardens, a major heritage of Wallonia".
21. Christian Hebrant.
22. Philippe Belaval.
23. Idem.

2ND THEME = THE ROLE OF STRS IN MANAGING THE COVID19 CRISIS

Faced with a crisis of unprecedented magnitude, it appears that States have mobilized their territorial networks with renewed demands[24] both to "embody" the exercise of public action and fully ensure the "permanence of the State"[25] but also to involve all local players and first and foremost local elected officials in order to provide a clear, coherent, operational and proportionate response.

In the light of the testimonies gathered during this second session, several lessons can be learned. First of all, the STR plays a "pivot" role in case of a major crisis. This pandemic was the occasion for a "rehabilitation of the State at the territorial level" but the latter must meet the challenge of the crisis of confidence in the institutions.

A) The STR, "pivot" in the event of a major crisis

Only the State territorial network has the responsiveness and tools adapted to meet the requirements of such crisis management[26]. It was necessary to "set up an agile State"[27] capable of being "operational very quickly"[28]. One of the challenges was to take "uniform decisions"[29] and identify pragmatic solutions favorable to a certain continuity of life during periods of lockdown. For this, the setting up of "coordination groups"[30] in Finland and "crisis councils" in Norway were invaluable.

The STRs found themselves fully in the role of "pivot" to activate the entire territorial network of the State (army, Regional Health Agency, education services, etc.) and local public and private agents[31]. In this context, the STR have fully developed their "magistracy of influence", often qualified as "decisive" to provide, in conjunction with local agents, "balanced, adapted and understandable"[32] responses (collaboration with the municipalities and their elected officials, partnerships with local businesses, in particular through the production of hydroalcoholic gel, or even the use of social networks to answer questions from the population)[33].

Strong institutional relations have been forged, "the Prefect-Mayor couple" in France, "County-municipal governor" in Norway, "District-region" in Finland ... The major role of sub-prefects in a logic of proximity was also emphasized[34]. The quality of communication and consultation were decisive towards economic and associative players, unions, etc. Subsequently, the increase in the cost of vaccination campaigns and the development of various strategies (end of lockdowns, fight against clusters at Antwerp, transition from crisis management to risk management, etc.) also fully illustrate this need for consultation with local players[35].

Fundamentally, it appears that the crisis has helped shift the lines in terms of "production of territorial consensus"[36].

B) A "rehabilitation" of the territorial State

It appears that the proximity of the territorial State, embodied by the STR, with local players, civil society, the need to listen to the population, the search for pragmatic solutions have certainly reinforced the legitimacy of the State which could be dulled by this situation[37].

In exceptional circumstances, the "human relationship" is a resource. In this sense, the incarnation of the State by the STR constitutes a major asset in producing coherence in public action. The quality of the permanent dialogue with all of the territorial partners (elected officials, economic players, etc.) has been central to "keeping together" and promoting the acceptability of health measures[38]. The STR have found themselves everywhere in the front line, especially with citizens. In particular, they were responsible for responding to requests for information from the population and explaining State decisions as positions hostile to health policies developed[39].

This acceptability was undoubtedly favored by an adaptation to the crisis and by restrictions proportionate and applicable to the whole territory, in a logic of equity and differentiation[40] above all. As a result of this crisis, the territorial economic anchoring of State action could also appear to be restored (economic aid in France, increased vigilance in Italy to avoid the penetration of organized crime into the economic fabric, etc.)[41].

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24. Hermann-Josef Klüber, Regierungspräsident of Kassel, Land of Hesse. The fight against the pandemic in Germany - federal challenges and common solutions with ex. of the establishment of vaccination centers.
25. Pierre N'Gahane, Prefect of Marne, "The role of the local State in the management of Covid19".
26. Idem.
27. Laura Lega.
28. Saffet Arkan Bedük, President of the Turkish Association of Governors, "STRs in the fight against Covid19 in Turkey".
29. Cathy Berx, Gouverneure d'Anvers, Governor of Antwerp, "The role of the State during the pandemic and the wave in Antwerp: supra-local approach to a local resurgence of the pandemic ".
30. Terttu Savolainen, Director General of the Regional State Administrative Agency for Northern Finland, "Combating the COVID19 virus at regional level".
31. Saffet Arkan Bedük.
32. Pierre N'Gahane.
33. Nicolas Desforges, Prefect, Vice-President of the Association of Prefectural corps, "State Territorial Representatives facing COVID19: sharing experiences in the French-speaking world".
34. Pierre N'Gahane.
35. Sàandor Szabo, Commissaire du gouvernement administratif, « La Hongrie contre le Covid19 »
36. Thierry Bonnier, Prefect of Aude, "The local State strengthened by the management of the health crisis, in search of a local territorial consensus".
37. Pierre N'Gahane.
38. See for ex., federal pandemic coordination in Cathy Berx, "The role of the State during the pandemic and the wave in Antwerp: supra-local approach to a local resurgence of the pandemic".
39. Pierre-Luc Desgagne, Delegate General of Quebec in Brussels.
40. Thierry Bonnier.
41. Laura Lega.

In this difficult context, the STRs were undoubtedly able to consolidate the transversal and interministerial dimension of their action by forging a direct and privileged relationship with all the stakeholders (implementation of the recovery plan, economic public policies, etc.) according to a logic of subsidiarity and experimentation.

The result is a certain "resilience", a more assertive capacity to react to difficult situations. Across the Francophonie, there has been a growing appeal to the State in a crisis situation[42]. In short, this crisis signals a certain "return of the State"[43] and through it, the STR is essential to make "the link between the center and the periphery".

The last round table was devoted to the delicate question of reconciling freedoms with health security during COVID19. More importantly, it is the issue of the duration of this crisis that makes the balance between public and individual freedoms and the proportionality of health measures more difficult[44].

The difficulties in taking drastic measures in terms of freedom were highlighted against the backdrop of the "disinformation society"[45]. The adherence of citizens to the standards enacted[46] must be sought but it is difficult. More fundamentally, it is about meeting the challenge of a "crisis of confidence" vis-à-vis institutions[47] and vis-à-vis "public speech"[48].

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In conclusion, several lessons can be drawn from the very rich interventions that have followed one another. It appears, behind the scenes, that this pandemic has been the occasion in all European States of very intense standard-setting activity. Then, an almost paradoxical observation can be made. While this crisis signals a certain "return of the State", "a "re-legitimized State"[49] at the territorial level, it also appears that the question now arises of restoring confidence in public speech. It is about "working to restore social ties and citizens' confidence in institutions"[50]. ●

42. Nicolas Desforges.
43. Thierry Bonnier.
44. Marie Muselle, Belgium.
45. Eric Freysselinard, Director of the Institute of Studies of the Ministry of the Interior - IHEMI, former prefect of Meurthe-et-Moselle, "From yellow vests to Covid: have we entered a health dictatorship? "
46. Renato Saccone, Prefect of Milan, "Freedom of work and business during the pandemic". See also Anneli Hulthén, Governor, Skane County, Sweden, "The role of county governing Boards during the pandemic".
47. Jan Spooren, Governor of Flemish Brabant, "The delicate balance between freedoms and health risks in the face of the Covid19 crisis".
48. Eric Freysselinard.
49. Idem.
50. Denis Mathen, Governor of Namur. Quoted by Nicolas Desforges, "The State Territorial Representatives facing COVID19: sharing experiences in the French-speaking world".



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