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CONSEIL DE L'EUROPE

STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

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Strasbourg, 17 September 2015

8th meeting of the Bureau

7 October 2015: 9.30 am – 5.30 pm

**Council of Europe, Strasbourg
Palais de l'Europe, Room 17**

STRATEGY FOR EUROPEAN CULTURAL HERITAGE IN THE 21ST CENTURY: WORKING METHOD

Introduction

1. The 6th Council of Europe Conference of Ministers responsible for Cultural Heritage was held in Namur (Belgium) on 23 and 24 April 2015. It was attended by 37 States Parties to the Cultural Convention, as well as the Congress of Local and Regional Authorities of the Council of Europe, the Conference of International Non-Governmental Organisations of the Council of Europe, the Council of Europe Development Bank and several intergovernmental and non-governmental institutions and organisations holding observer status with the Steering Committee for Culture, Heritage and Landscape (CDCPP).
2. The ministers adopted the Namur Declaration (see Appendix 1), which calls for a European Heritage Strategy for the 21st century ("Strategy 21") to be drawn up and adopted. Among other things, the ministers underlined the Council of Europe's historic role in the heritage field as a platform that brings together all the stakeholders, its future role in drawing up, and monitoring implementation of, the strategy and the need to enable states to apply the strategy flexibly so as to take account of each country's history, characteristics and needs.
3. At their 1233rd meeting on 8 and 9 July 2015 (see Appendix 2), the Deputies of the Committee of Ministers of the Council of Europe took note of the report by the Secretary General on the Namur Conference and agreed to entrust the process of drafting "Strategy 21" to the Steering Committee for Culture, Heritage and Landscape (CDCPP).
4. On the basis of the Namur Declaration and the appendix thereto (guidelines for the strategy) and of the opinions gathered from the member states (in particular in a participatory survey ("crowdfunding") conducted through the HEREIN system, see below), the Council of Europe Secretariat submits the following methodology to the Bureau of the CDCPP for approval, with a view to implementing the activities from autumn 2015.

Principles

5. **Objective of Strategy 21:** Redefining the place and role of cultural heritage in Europe in response to the current challenges related to the changing European socio-economic and cultural context (Article I.3);
6. **Principles of Strategy 21** (Article I.4):
 - draw on the core values of the Council of Europe: democracy, respect for human rights and fundamental freedoms, openness and dialogue, equal dignity of all persons, mutual respect and sensitivity to diversity;
 - promote a shared and unifying approach to cultural heritage management, based on an effective legal framework for the integrated conservation of heritage, and involving all the major players, institutional and other, and the representatives of professionals and civil society, at international, national and local level;
 - offer a vision and a framework for the next ten years, identify actions and projects that could have a lasting impact in member states and be implemented primarily through existing instruments and tools, in particular the conventions, updating and developing them if necessary;
 - focus on the following priorities:
 - the contribution of heritage to the improvement of European citizens' quality of life and living environment;
 - the contribution of heritage to Europe's attractiveness and prosperity, based on the expression of its identities and cultural diversity;
 - education and life-long training;
 - participatory governance in the heritage field;

- be guided by the proposed themes identified in the guidelines appended to the Declaration, of which they form an integral part;
- include appropriate monitoring and evaluation methods using existing tools and instruments, in particular the conventions;

Summary of opinions and comments

7. 15 players (Belgium – Flanders and Wallonia, Bosnia and Herzegovina, Croatia, Estonia, France, Georgia, Germany, Hungary, Netherlands, Slovenia, Sweden, Switzerland, ECCO and ICOMOS Slovenia) contributed to the consultation process held under the HEREIN System.
8. In general, the various contributions are unanimous concerning the main ideas which should guide the process of drafting “Strategy 21”. However, some more specific proposals are incompatible with the constraints (mainly in terms of time) imposed by the circumstances and cannot be taken fully into account (complex consultation and verification procedures, additional analyses, etc.). The players regard the following as essential:
 - involvement of all stakeholders (diversity of stakeholders/geographical diversity), including the co-ordination with other international organisations / institutions and NGOs;
 - consideration of a range of themes (integrated, comprehensive, trans-sectorial approach);
 - transparency of the drafting process (with clear and precise methodology and timetable), regular reporting to and consultation of member states;
 - implementation of the process on a pragmatic and realistic basis (in particular, as regards the thematic discussions, which must be held within a tight timeframe, and as regards the drafting/summary phases, in which only a limited number of players can be involved).
9. In terms of practical arrangements, diverse opinions were expressed: some contributors believe that a “steering group” should be responsible for drafting “Strategy 21”, with or without the involvement of thematic working groups. Others believe that data collection work should be conducted mainly on the basis of existing competences and networks as a means of contributing usefully to the drafting process. Anyway, some contributions express confidence in the proposals which will be made by the Secretariat, which has the experience in organising such a drafting process.
10. As regards identification of the challenges and issues at stake which the Strategy will have to address, it should be noted that:
 - The definition (form and content) of Strategy 21 requires clarification (some contributors place it on the level of principles and guidelines, others on the level of specific activities);
 - Comments are also made on the definition of cultural heritage, with some contributors underlining the need to take account of all types of heritage, while others are in favour of a more comprehensive and integrated approach (in accordance with the Faro principles);
 - However, heritage should be considered in terms of its contribution as regards societal challenges, not only its contribution to other sectors of activity;
 - All concerned agree also that Strategy 21 will be a way of reasserting the Council of Europe’s role and redefining its co-operation with other international players;
 - The statement about the role of heritage for society and, in particular, questions involving citizen participation, good governance and sharing of responsibilities, etc. (Council of Europe priorities) should be one of the key issue at stake developed as part of Strategy 21;

- The drafting process should take account of the outcomes achieved in parallel activities conducted within the EU in particular (i.e. “Cultural Heritage Counts for Europe” project, works carried out within the DG-Research, etc.), which means involving existing networks or groups of experts so that their positions are taken on board in the Council of Europe’s process;
- Several contributions highlight the risks affecting heritage and the need to put forward suitable responses (development-related economic pressure, declining resources, etc.);
- The identification of new tools or sources of financing for heritage is a priority, in particular in connection with decentralisation processes under which the costs related to heritage protection are being transferred to local authorities;
- The issues of the management of heritage and heritage sites (and the management of heritage projects) are regarded as a particular challenge which demands the development of specific competences;
- There is broad consensus regarding the importance of all aspects relating to the transmission of knowledge and skills, training of professionals and education of young people and migrant communities.

Proposal

11. The process of framing Strategy 21 will be facilitated by organising the various functions in a precise manner:

Approval of results:	The CDCPP is the main body responsible for overseeing the preparation of Strategy 21, approving the results and making the appropriate proposals to the Committee of Ministers. The CDCPP is also ideally placed to communicate with all the players involved and co-ordinate the member states and observers. The CDCPP will receive regular progress reports.
Project management:	The CDCPP Bureau will decide the form and content of the method to be used to prepare Strategy 21 and, as such, will be responsible for “managing” the project, i.e. it will ensure that the method is correctly implemented and suggest any adjustments that might be required. The CDCPP Bureau will be kept continuously informed about the progress made.
Thematic analysis:	Experts (recruited by the Council of Europe) may be brought in to perform specific tasks, such as drawing up working documents. The task of examining these documents, gathering additional information and obtaining input from specialists will be performed in Working Groups. The working groups must be formed according to the topics to be addressed (see § 12.B.4). Each group should comprise between 5 and 10 specialists selected by the Secretariat, on the recommendation of the CDCPP Bureau, following an invitation issued to CDCPP members and observers. A fair balance will be ensured in terms of the geographic origin and subject-areas of the specialists nominated by the competent authorities and partner IGOs and NGOs. In order to facilitate the work of these groups, responsibility for co-ordinating them and for presenting the executive summaries (see § 12.B.4) will be entrusted to an outside partner with recognised expertise in the relevant subject-areas. This co-operation will form the subject of a Framework Agreement with the Secretariat (Memorandum of Understanding).

Drafting the Strategy: Responsibility for presenting the results of the initiative to the CDCPP (June 2016 plenary) and producing the final version of Strategy 21 will be entrusted to a “drafting group”. This group should consist of 3 to 5 members appointed by the CDCPP. The Secretariat could suggest that 1 or 2 experts be brought in to help with the drafting.

12. The implementation (key stages and timetable) of the Strategy 21 drafting process will involve three main activities:

A. Appraisal and identifying challenges (October 2015 – end of February 2016)

i. **Summary of the CoE’s position regarding cultural heritage:** The only document to date which provides an overview of the Council of Europe’s position on cultural heritage is “*European Cultural Heritage - Volume II, A review of policies and practice*” (published in 2003). The task of drafting Strategy 21 must be based on a revised text. The Secretariat has already begun this process (led by an expert under the 2014-2015 activity programme). The various chapters of this text (roughly a hundred pages) will be emailed to the CDCPP Bureau for opinion and approval as and when they are completed by the expert. The CDCPP Bureau may then decide to assign the task of reading these chapters to certain of its members. The final version of the text may be presented to the CDCPP Bureau when it meets in November 2015.

ii. **Appraisal of the situation with regard to European heritage (problems and challenges).** This appraisal should be conducted in consultation with the Council of Europe’s main international partners. The process will be kept as simple as possible:

- Invitation, sent out by the Secretariat to the international partners (European Union, UNESCO, ICCROM, ICOMOS, Europa Nostra, EAC, etc.), to participate in the preparation of Strategy 21.
- Expected inputs: Written reports (2-3 pages): summary of the challenges or priorities. The reports will be produced by each of the partners according to their own particular methods and procedures. The reports will need to reach the Secretariat by Christmas 2015 and each partner will also be required to appoint an “expert”.
- 1 working meeting of the “experts” / representatives of the partners (January or February 2016), approximately 10 participants, 1-2 days to conduct a shared appraisal: areas of agreement as regards identifying the challenges facing European heritage; the various parties’ contribution to finding solutions.

iii. **National debates.** Alongside the activities to prepare Strategy 21, appropriate efforts should be made on the communication front to generate/encourage interest and support among the national players. Framing Strategy 21 should provide an opportunity to raise awareness about the subject of heritage, and to canvas opinions (from specialists and members of the public alike) with a view to the future implementation of Strategy 21 by member states. The Secretariat will invite members of the CDCPP to consider launching national debates. It will be for member states to organise this initiative – and decide what form the debates might take – according to their abilities and interests. The results of these debates will be summarised and posted on the Council of Europe web page on Strategy 21.

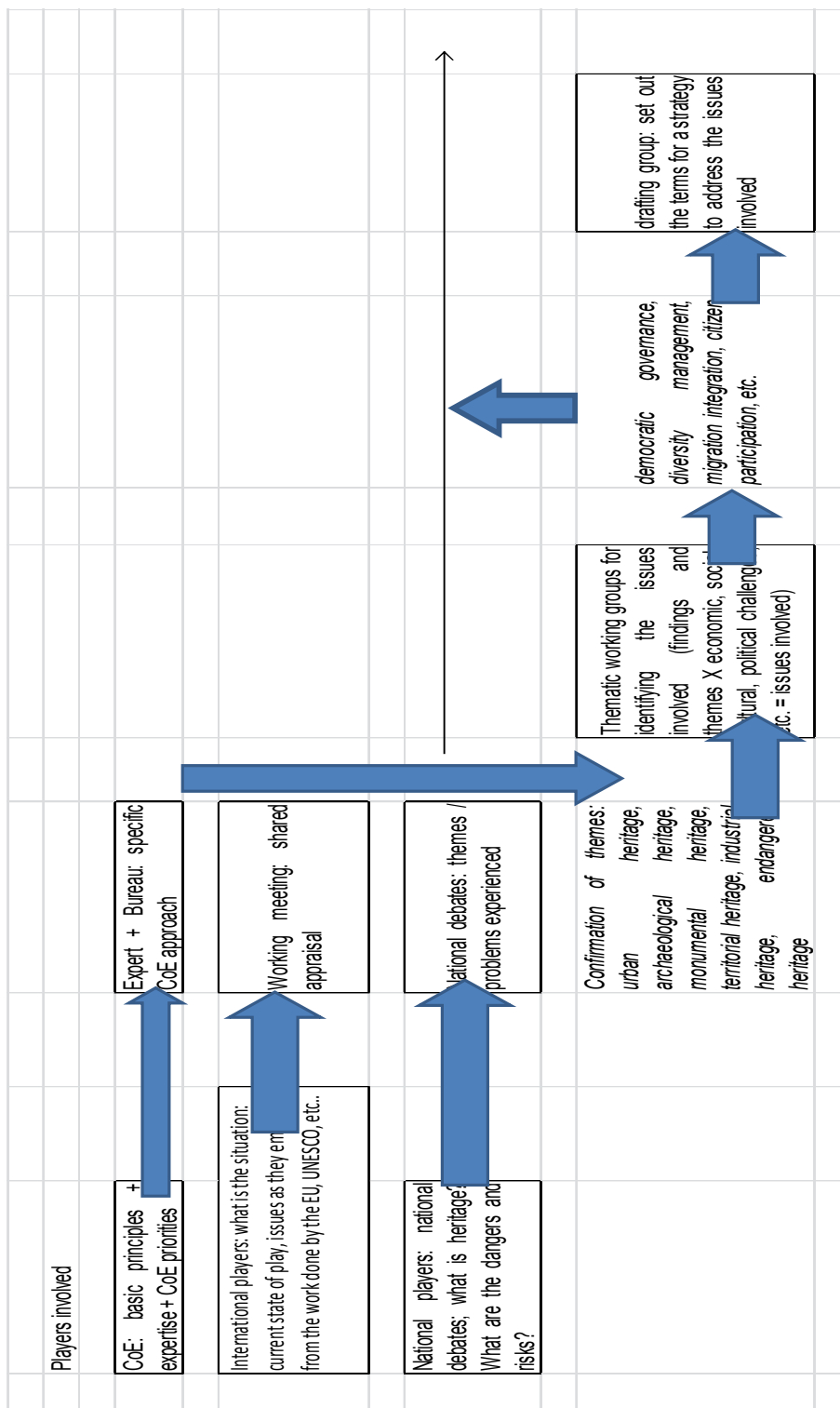
B. Identifying the issues involved (November 2015 – May 2016)

iv. The process of setting up the working groups and initiating the thematic analyses should get under way in the autumn 2015. The themes currently addressed in “*European Cultural Heritage - Volume II, A review of policies and practice*” are as follows and should serve as a reference:

- Architectural (monumental) heritage;
- Archaeological heritage;

- Urban heritage (historic towns, management and planning, public spaces, architectural creation, etc.);
 - Territorial heritage (local development, new governance, attractiveness, landscape, territorial intelligence, etc.);
 - Industrial heritage;
 - Endangered heritage (at risk from conflicts, economic crisis, development, etc.)
- Drawing on these themes will ensure consistency between the working groups and make it easier to designate the appropriate specialists and implement partnerships.
 - Each working group will meet twice (once in the autumn 2015 and once in the winter 2016) to present an “executive summary” (2-5 pages maximum) setting out the issues involved in this heritage from a cultural, social, economic, political perspective, etc.
 - The “executive summaries” will be forwarded to the Secretariat by the end of March 2016.

C. Strategy 21 will be drafted by the Drafting Group based on the opinions of the CDCPP (June 2016 plenary) which will examine the “executive summaries” and the Secretariat’s proposals (pre-approved by the CDCPP Bureau). Under the terms of the Namur Declaration, Strategy 21 should be adopted by the Committee of Ministers in the form of a Recommendation to member states. The CDCPP (June 2016 plenary) will therefore also have to adopt the text of this Recommendation, to which Strategy 21 will form the appendix. The text of Strategy 21 could be finalised by the Drafting Group by October 2016, and approved by the CDCPP Bureau. That way, a comprehensive document (the draft Recommendation together with its Appendix) could be submitted to the Committee of Ministers for possible adoption in 2016.



APPENDIX 1

THE NAMUR DECLARATION

THE MINISTERS OF THE STATES PARTIES TO THE EUROPEAN CULTURAL CONVENTION
MEETING IN NAMUR ON 23-24 APRIL 2015,

- i. Welcoming the decision of the Belgian Government to bring them together fourteen years after the Portoroz conference (Slovenia) in 2001;
- ii. Recognising the decisive contribution of the Council of Europe, in particular through the conventions which it began drawing up over 40 years ago for the protection, conservation and enhancement of heritage and which reflect this specifically European field of excellence;
- iii. Welcoming the European Union's efforts to give greater consideration to cultural heritage in its areas of expertise, notably in the Communication of the European Commission of 22 July 2014 "Towards an integrated approach to cultural heritage for Europe" and the Conclusions on participatory governance of cultural heritage adopted on 25 November 2014 by the Council of Ministers of the European Union, and the convergence of these efforts with the Council of Europe's work;
- iv. Thus wishing to mark the 40th anniversary of the European Charter of the Architectural Heritage adopted by the Committee of Ministers of the Council of Europe on 26 September 1975, the 30th anniversary of the Convention for the Protection of the Architectural Heritage of Europe, the 15th anniversary of the European Landscape Convention and the 10th anniversary of the Framework Convention on the Value of Cultural Heritage for Society;
- v. Considering that cultural heritage is a group of resources inherited from the past which people identify, independently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions, including all aspects of the environment resulting from the interaction between people and places through time;
- vi. Noting with satisfaction the support given to this approach by the actors of civil society which have been associated with preparatory work;
- vii. Noting the contribution of culture and cultural heritage to sustainable development, of which they form the "fourth pillar";
- viii. Resolved to continue and intensify their co-operation in order to provide responses that meet with the challenges facing the conservation, enhancement and use of heritage as a fundamental right at the beginning of the 21st century,

I. ADOPT THE FOLLOWING DECLARATION:

1. Climate change, demographic changes, migration, political, economic, financial and social crises are having a significant impact on our societies and heritage. We need to be aware of these challenges and work together to prevent a development where our societies are weakened and lack points of reference, are tempted to adopt inward-looking attitudes, are experiencing an erosion of traditional bonds and sometimes risk rupturing or imploding.
2. Cultural heritage is a key component of the European identity; it is of general public interest and its transmission to future generations is a shared responsibility; it is a unique resource, fragile, non-renewable and non-relocatable, contributing to the attractiveness and the development of Europe and, crucially, to the creation of a more peaceful, just and cohesive society.

3. A Strategy for redefining the place and role of cultural heritage in Europe is therefore a necessary response to the current challenges in the light of the changing European socio-economic and cultural context.

4. This Strategy:

4.1 should draw on the core values of the Council of Europe: democracy, respect for human rights and fundamental freedoms, openness and dialogue, equal dignity of all persons, mutual respect and sensitivity to diversity;

4.2 should promote a shared and unifying approach to cultural heritage management, based on an effective legal framework for the integrated conservation of heritage, and involving all the major players, institutional and other, and the representatives of professionals and civil society, at international, national and local level;

4.3 should offer a vision and a framework for the next ten years, identify actions and projects that could have a lasting impact in Member States and be implemented primarily through existing instruments and tools, in particular the conventions, updating and developing them if necessary;

4.4 should focus on the following priorities:

- the contribution of heritage to the improvement of European citizens' quality of life and living environment;
- the contribution of heritage to Europe's attractiveness and prosperity, based on the expression of its identities and cultural diversity;
- education and life-long training;
- participatory governance in the heritage field;

4.5 should be guided by the proposed themes identified in the Guidelines for the European Cultural Heritage Strategy for the 21st century appended to the present Declaration, of which they form an integral part;

4.6 should include appropriate monitoring and evaluation methods using existing tools and instruments, in particular the conventions;

II. REQUEST THE COMMITTEE OF MINISTERS OF THE COUNCIL OF EUROPE:

5. to entrust the drafting and follow-up of the implementation of this Strategy to the Steering Committee for Culture, Heritage and Landscape of the Council of Europe, and to give it the resources to complete this task;

6. to take the appropriate decisions to this effect in the context of the Council of Europe's programme and budget for 2016-2017;

7. to adopt the Strategy preferably as a recommendation of the Committee of Ministers to member States by the end of 2016;

III. RECOGNISE THAT EFFORTS TO PROMOTE A EUROPEAN HERITAGE STRATEGY SHOULD BRING TOGETHER A MULTITUDE OF PLAYERS AND TO THIS END:

8. invite the European Union to be involved in the development and implementation of the Strategy, both at European and member State level;

9. welcome, as best practice, the idea of the Council of the European Union to organise a European Heritage Year, and ask that the Council of Europe and all States Parties to the European Cultural Convention be invited to participate;

10. invite those Member States which have not yet done so to sign and ratify the following four conventions: the Convention for the Protection of the Architectural Heritage of Europe, the European Convention on the Protection of the Archaeological Heritage (revised), the European Landscape Convention, the Framework Convention on the Value of Cultural Heritage for Society;

11. also invite UNESCO and ICCROM to co-operate more widely with the European institutions in order to promote the exchange of experience and best practices, and to create synergies with other regions of the world;

12. recall the importance of developing this future strategy with the involvement of civil society actors and organisations active in the heritage field including the networks of cities.

Appendix to the declaration

Guidelines for the European Cultural Heritage Strategy for the 21st century

It will be up to each country to implement the Strategy according to the competences and responsibilities specific to each level of government and the relevant legislation, while giving priority to those themes and recommended courses of action which best match their own concerns or objectives, and at the same time endeavouring to implement the Strategy as a whole in a harmonious, integrated and coherent manner.

The following guidelines suggest unifying, consensual themes while at the same time respecting differences in the way heritage and certain issues are perceived by the various states and parties involved. They identify operational priorities, which should be implemented using the Council of Europe instruments and tools available:

- the conventions, resolutions and recommendations developed by the Council of Europe since 1969;
- the databases, knowledge bases and institutional networks (HEREIN, ELCIS and Compendium of Cultural Policies);
- activities conducted with local entities in the spirit of the Faro Framework Convention;
- the Technical Co-operation and Consultancy Programme related to the integrated conservation of the cultural heritage;
- current thinking on the contribution of digital technology to all the suggested themes.

Account should also be taken of the European Union projects which concern cultural heritage, through the various EU sectorial policies.

The suggested unifying and consensual themes are as follows:

- HERITAGE AND CITIZENSHIP
 - Issues: establishing good governance and promoting participatory management for the identification and management of cultural heritage; optimising the implementation of the conventions; promoting a sensorial and sensitive approach to heritage more in harmony with the population's experience;
 - Guidelines: develop education and training for all in the field of cultural heritage; get all the partners to work together; involve civil society and elected representatives more; educate and raise awareness about heritage rights and responsibilities; enable citizens to develop or regain a sense of ownership of heritage; pursue actions in the spirit of Faro; engage in dialogue and establish partnerships with national and international institutions, and with NGOs; contextualise the conventions and other reference texts, ensuring better implementation.

- HERITAGE AND SOCIETIES

- Issues: living in peace, improving quality of life and the living environment; contributing to people's well-being, to the good health of individuals, preserving the collective memory;
- Guidelines: take into account the everyday heritage that constitutes people's primary living environment; use heritage to connect or even reconcile human beings with life, with their fellow citizens, with their environment and history; recognise cultural heritage as an ideal means of transmitting values through the generations; promote the care of heritage by actors and the more autonomous communities of citizens, with the support of experts; fight the trend towards uniformity.

- HERITAGE AND THE ECONOMY

- Issues: building a more inclusive and cohesive society; developing prosperity; promoting public well-being;
- Guidelines: consider heritage as a source of reflection and inspiration; use heritage resources in respectful, creative and innovative ways; increase the attractiveness of Europe and its expertise in the field of cultural heritage; mitigate the intensive use and excessive exploitation of certain heritage sites; diversify the provision in terms of heritage sites; increase access to cultural heritage including through e-content; promote the use of cultural heritage for education, research, scientific and technical co-operation and tourism; broaden the scope of the European cultural routes; promote cultural connections between citizens and communities (twinning) based on cultural heritage; update the European Heritage Days portal as an e-heritage platform; promote augmented reality techniques based on a genuine knowledge of cultural heritage; consider alternative financing models or instruments; encourage the re-use and regeneration of heritage to create jobs and utilise local resources.

- HERITAGE AND KNOWLEDGE

- Issues: fostering a knowledge society; ensuring the maintenance and transmission of knowledge, methods and know-how; increasing awareness about, and a sense of responsibility for, cultural heritage and the values it conveys; ensuring access to life-long training; combating social dumping where heritage-related labour is concerned;
- Guidelines: support the exchange of knowledge, ideas and best practice; develop and coordinate the actions of the European Union, the Council of Europe, and ICCROM; promote the exchange of experts and expertise, apprentices, researchers, students (expand the existing exchange programmes) and volunteers (active at archaeological sites or monument restoration projects for example); work on evidence-based policy development.

- HERITAGE AND TERRITORIAL GOVERNANCE

- Issues: defining the role of institutions and the responsibility of citizens to work together to improve the surroundings and quality of life of all members of society; introducing heritage management that is conducive to living together in harmony, well-being and development;
- Guidelines: in the spirit of the Florence convention, affirm territory as an entity that is remarkable for the character of its heritages and that may cross borders: specific landscape and environmental features, strong identity, sense of belonging shared by all members of the community, etc.; promote uniqueness as a driving force for the positive transformation of the living environment; promote innovative good spatial governance based on heritage as a resource; promote co-operation between territories in the field of transfrontier heritage.

- HERITAGE AND SUSTAINABLE DEVELOPMENT
 - Issues: providing the public sector with appropriate means, enabling it to be more effective in improving quality of life and the living environment;
 - Guidelines: improve the public sector's cultural heritage management capacity so it can manage heritage as a real local and regional resource; promote cultural heritage as a factor in social and territorial cohesion and landscape quality; strengthen the role of cultural heritage in the development of public spaces, analyse the risks for cultural heritage; widen the scope of the technical co-operation and consultancy missions of the Council of Europe and make them more permanent in the field; use the European projects (European Union) while stressing the importance of heritage for other sectoral policies; develop partnerships with UNESCO, the European Union, and ICCROM in cultural heritage risk management.

APPENDIX 2

Council of Europe Conference of Ministers responsible for Heritage (Namur, Belgium, 23-24 April 2015) – Report by the Secretary General

The Deputies

1. took note of the Namur Declaration (document [CM\(2015\)94](#), Appendix III), adopted at the Council of Europe Conference of Ministers responsible for Heritage (Namur, Belgium, 23-24 April 2015), that calls for a European Cultural Heritage Strategy for the 21st century to be drawn up, preferably as a recommendation of the Committee of Ministers to member States;
2. entrusted the drafting of this Strategy to the Steering Committee for Culture, Heritage and Landscape (CDCPP);
3. agreed to bring the Namur Declaration to the attention of the European Union, UNESCO and the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM);
4. took note of the Namur Call (document [CM\(2015\)94](#), Appendix V) and agreed to bring it to the attention of the United Nations and the European Union;
5. in view of decisions 1 to 4 above, took note of the report by the Secretary General on the Council of Europe Conference of Ministers responsible for Heritage, as it appears in document [CM\(2015\)94](#), as a whole.