



STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

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Strasbourg, 7-8 February 2013

Reflections towards Future Work in the Area Covered by the CDCPP: Works and Working Methods 2013 Onwards

DOCUMENT FOR DISCUSSION AND DECISION

Draft decision

The Bureau:

- **took note** of the reflection towards future work in the area covered by the CDCPP;
- **held an exchange** on possible future work strands covered by the CDCPP and endorsed the initial suggestions made in the reflection paper as a valid input for building the 2014/2015 programme;
- **invited** the Secretariat to report back to the CDCPP on the preparation of draft terms of reference covering the period 2014-15 in the light of Council of Europe developments and strategic requirements.

BACKGROUND

As a newly composed body that brings together three different work strands of the Directorate of Democratic Governance, Culture and Diversity (Culture, Heritage and Landscape) and combines two previous intergovernmental Steering Committees (CDCULT, CDPATEP), the CDCPP at its Plenary Session in May 2012 held a first exchange of views on the Committee's medium-term mission. This was based on a number of background documents¹ offering a summary of the global work context of Council of Europe's priorities and its added value in the fields concerned, a platform for exchange and convergence and a joint-reference institutional framework. The CoE is specifically recognised for its unique role as a pan-European intergovernmental forum on culture, heritage, and laboratory of democratic governance. While its action is firmly based on legal acquis (i.e. Conventions) generated over the past six decades, it steadily engages in novel conceptual work, innovatory field action and experimentation. This allows the organisation to conceive policies in anticipation of and in reply to societal developments and strengthen capacity in line with ever evolving human rights and democracy standards. Citizen participation and involvement of civil society in decision making and management processes have become ever more important and should be fully taken into account for the relevance of the work of the Council of Europe.

Debates held at the 2012 CDCPP Plenary session (14-16 May) revealed the need for the three sectors to grow together in a more coherent and focussed way and expressed a strong interest in identifying issues for future Committee work. There was consensus about the fact that the culture, heritage and landscape sectors all contribute strongly to democratic governance through diversity and that this issue now becomes one of the key priorities for the Council of Europe.

The CDCPP Plenary instructed the Bureau to draft a follow-up strategy to this initial work. The present document offers initial reflections to help orient further discussions. It requires elaboration by the Bureau and the Committee and will have to be fed over the next months by elements derived from the ongoing strategy works at the level of the Directorate General of Democracy (DG II).

PROGRESS: SUGGESTIONS FOR FUTURE WORK AND WORKING METHODS

I Future work – initial ideas

Fostering citizen participation and managing diversity: highlighting the common features of the three sectors

The issue of strengthening democratic governance and participation is at the core of the Committee's future agenda. Democracies in Europe and worldwide are facing important challenges related to a growing disengagement with representative institutions, tensions between different levels of governance, financial sustainability of the current "social contract" based on redistributive welfare models and solidarity between generations. Citizens' engagement and expression is

¹ Discussions were i.e. based on Secretariat documents (CDCPP(2012)2, CDCPP(2012)5 and CDCPP(2012)22).

increasingly taking place outside the classical channels of democratic debate (social networks, online content sharing, community media, citizen movements² etc.). Many of these forms of expression are cultural in nature and are related to the use of heritage and landscape for community development. Both Faro and the Landscape conventions as well as a range of standards and key texts in the field of culture underpin and guide these developments. Citizen expression and participation in these fields involve novel methods and forms of debate, consultation, networking, co-creation and grassroots initiatives that foster continuous development and require new ways of interaction and responsiveness guided by the principles of good governance.

The culture, heritage and landscape sectors in member States can also be forerunners in terms of managing diversity in its multifold expressions. In this respect, the culture, heritage and landscape sectors represent real-life laboratories for the development of new forms of governance that are more respectful of diversity and its richness, participatory and responsive to the variety of needs and cultures living and sharing the same territory.

The contribution of these three sectors to the democracy agenda must be therefore combined in a convincing mission statement by the Committee, attuned to its Terms of Reference and the overall mandate of Directorate General of Democracy. Key words in this mission would be, in addition to democracy, social justice and participation/access: quality of life, sustainable development, diversity and identity, creativity and innovation. Initial elements in the form of potential themes and future activities are presented below. These can be used for building the future work programme but are not yet meant at this stage to be complete briefs for new projects.

i. Follow-up to “Moscow agenda”

The 2013 Ministerial Conference will deal with the theme of governance of culture and access to and participation in culture and issue recommendations and action proposals. The latter may include an activity devoted to participation (and non-participation) indicators and tools to map trends and developments at European level, help generate future harmonised national and European surveys on participation, and analyse the impact of spending on culture by various actors on participation in culture. Another activity may consist of the launch of an invitation to Ministers and the Council of Europe to look into how citizen participation and expression through culture contributes to a more vibrant and solid democracy and make recommendations for ways of learning from promising new initiatives and transferring of good practice.

ii. Work at local level

The Committee will look at new approaches to making culture, heritage and landscape a resource for sustainable development: a qualitative vision of spatial development based on local cultural potential, sustainable use of heritage resources and landscape regenerating territories and creating new employment opportunities (relevant projects include the Local Development Pilot Projects in the framework of the Regional Programme for cultural and natural heritage in South-East Europe; the EU/CoE support to the promotion of cultural diversity in Kosovo³; the Pilot Project for the Rehabilitation of Cultural Heritage in Historic Towns in the framework of the Kyiv Initiative Regional Programme; possible link with the “Creative Europe” project, etc.). For both activity clusters set out above, the Council of Europe FARO Convention (2005) provides an important conceptual and legal framework.

² Examples of social movements that are spreading with a phenomenal speed are person to person service exchanges, community gardens and food growing in the city (“incredible edible”).

³ All references to Kosovo, whether the territory, institutions or population, in this text shall be understood in full compliance with United Nation’s Security Council Resolution 1244 and without prejudice to the status of Kosovo.

iii. Living diversity: an on-going dialogue through concrete action

Another new theme is intercultural integration and democratic diversity management: elements from pertinent existing projects such as Intercultural Cities, technical assistance in culture/heritage/landscape in post-conflict areas, Heritage Days, Cultural Routes, Compendium good practice database on Intercultural Dialogue could be re-arranged and a new project conceived of these, possibly also in co-operation with other sectors (youth, education, social cohesion, intercultural competence of social services, Edge riders and projects related to Roma inclusion).

iv. Working with an immediate neighbourhood

Partnerships for Democracy: Enhancing co-operation with neighbouring countries and regions (South Mediterranean, Central Asia) in the culture/heritage/landscape *or* on a larger Council of Europe scale. In both cases the development of a new framework for drawing up partnership agreements on a bilateral or multilateral level would be useful. Examples of such extended co-operation are the enlarged "Intercultural Cities" Project as well as the "World-CP" (global cultural policy information/monitoring system built on the example of the European Compendium).

II Working Methods of the CDCPP

II.1. Differentiation and structure of Plenary session

As a novel Committee with an enlarged thematic coverage and in line with recent developments in policy making and governance at different levels, from local to national and international, the CDCPP may want to broaden its perspective with regards to working methods and ensure that a multi-stakeholder perspective is systematically built into its works. This concerns mainly the involvement of relevant civil society representatives including practitioners and academia, but also private actors.

Through the Committee's future terms of reference, such participation could be encouraged and formalised in terms of enlarged admittance of observers, but also in terms of working structures. The Council of Europe Bern Convention and its Standing Committee provide an interesting model in this respect. The Chair of the Standing Committee could be invited to the CDCPP's spring Plenary session to present experiences and added-value of an approach that strongly involves civil society representatives in the intergovernmental work.

Given the scope of the Committee's thematic mandate and actual tasks, a differentiation within the three days of the annual Plenary sessions may be desirable and could be used to satisfy specific professional interests of the three main stakeholder groups from the culture, heritage and landscape sectors. This could take various forms. A breakdown of the three days could, for example, consist of:

- a day devoted to debates and decisions on strategic issues aiming at the adoption of policy recommendations, declarations, guidelines, conceptual texts etc.;
- a second day devoted to progress reporting on individual projects;
- a third day devoted to an open conference on a theme/issue of equal concern to all sectors covered by the CDCPP in order to debate cross-cutting issues and engage all members in broader exchanges.

Such conferences could be combined with current successful sectoral conferences (such as the bi-annual conferences of the European Landscape Convention, annual CultureWatchEurope conferences, European Heritage Forum) and offer a promising platform for further synergy between Committee delegates and leading practitioners, academia and civil and private actors.

II.2. Steady information exchange – the Committee as an information hub

Given the difficulties in setting-up specific Committee sub-groups or working parties and, at the same time, the ever-rising number of relevant initiatives, developments, new data and good practices that delegates would like to actively share or be informed of, it seems wise to invest in further development of the Committee's electronic working methods and tools. Indeed, a dedicated Committee work space could be set-up and used as an information hub, offering news functions, etc. Session preparation and follow-up is very reliant on electronic tools, and internet communication and electronic work appear to be commonly accepted, time-saving and environmentally friendly.

II.3. Specialised Conferences of Ministers of Culture

The Committee needs to reflect on the role and practical operation of future Ministerial Conferences related to its various work sectors, in line with Resolution CM/Res(2011)7 on Council of Europe Conferences of specialised ministers (see Appendix).

The Conference of Ministers of Culture scheduled for April 2013 in the Russian Federation is expected to produce a number of insights and recommendations on the Council of Europe's role in the European cultural co-operation architecture and will also be related to possible future work priorities in the cultural field specifically in terms of the Organisation's role as a laboratory of democratic governance in culture and the role of governments in promoting access to and participation in culture.

Would there be an interest to envisage further conferences pertaining to the other two sectors, or would one think more radically of future, transversally organised, Ministerial events (seminars, working sessions) that would also be open to high-level practitioners and academics as well as civic actors?

NEXT STEPS

- Following elaboration of the present reflection paper in the light of debates held at the Bureau of the CDCPP on 27-28 November, the present document shall be discussed at the Bureau's February session with a view to further elaboration and submission to the Plenary session in spring 2013.
- A discussion on the final document will take place at the CDCPP Plenary session on 27-29 May.
- In-house consultations will be held on the reflection paper and possible adaptations added in the light of the Council of Europe strategic requirements - i.e. tuned to the development of the three new flagship projects of the DG II (2013).
- The Bureau meeting in autumn 2013 could be dedicated to the selection of future conference themes of shared interest and to the preparation of future Plenary sessions.

APPENDIX

Resolution CM/Res(2011)7 on Council of Europe conferences of specialised ministers

*(Adopted by the Committee of Ministers on 15 June 2011
at the 1116th meeting of the Ministers' Deputies)*

The Committee of Ministers,

Considering that the aim of the Council of Europe is to achieve greater unity among its members;

Considering that the efforts of the Council of Europe in pursuit of this aim can be facilitated by direct consultation within the framework of Council of Europe conferences of specialised ministers;

Considering the need to ensure that the work of conferences of specialised ministers be co-ordinated with that of the Council of Europe, particularly with regard to the choice of subjects dealt with and the convening and preparing of a conference;

Considering in particular that the proceedings and the texts agreed at such conferences can make a particularly useful contribution to the achievement of the objectives of the Council of Europe and of its Programme of Activities;

Recalling the ongoing reform of the Organisation aimed at focusing its activities on areas where it plays a leading role and at enhancing the Organisation's flexibility and responsiveness in the face of a rapidly changing world;

Considering, in this respect, that a Council of Europe conference of specialised ministers should meet in order to facilitate the action of the Council of Europe in accordance with its priorities, to provide high level input for intergovernmental activities in its particular field or to react to particularly serious events having repercussions for human rights, the rule of law or democracy;

Considering that there is no longer any need to draw a distinction between Council of Europe conferences of specialised ministers with which the Council of Europe has a special working relationship and other conferences,

Decides to repeal Resolutions Res(71)44 and Res(89)40 as well as the conclusions on Council of Europe Conferences of Specialised Ministers adopted by the Ministers' Deputies at their 1055th meeting (22-23 April 2009),⁴ and to replace them with the present resolution;

Agrees on the principles set out in the appendix to the present resolution, intended as guidance for the organisation of Council of Europe conferences of specialised ministers.

Appendix to Resolution CM/Res(2011)7

1. When the government of a member state of the Council of Europe or the Secretary General considers that a high-level political meeting (hereinafter "Council of Europe conference of specialised ministers" or "the conference") might significantly contribute to the achievement of the Organisation's strategic objectives or is necessary so as to react to important events having repercussions for human rights, the rule of law or democracy, they shall submit, at any

⁴ CM/Del/Dec(2009)1055/1.8.

time, a proposal for such a conference to the Committee of Ministers, stating the dates, location, budgetary implications for the Organisation,⁵ subject, objectives and expected results of the conference and the link with the Organisation's priorities.

2. The Committee of Ministers shall examine the proposal and decide on the holding of such a conference taking into account the Council of Europe's priorities, programmes and budgetary resources.

3. The government of the member state hosting a conference of specialised ministers shall bear the costs of organising and holding the conference. When a Council of Europe conference of specialised ministers is convened upon the proposal of the Secretary General, the corresponding costs shall be met out of the budget of the Council of Europe. Each delegation shall bear the costs of its participation in the conference.

4. When a government hosts a conference, invitations to the conference shall be signed jointly by the host government and the Secretary General of the Council of Europe. When a Council of Europe conference of specialised ministers is convened in Strasbourg upon the proposal of the Secretary General, invitations shall be signed jointly by the Chairman of the Committee of Ministers and the Secretary General of the Council of Europe.

5. The Secretariat General is authorised to provide secretariat services for the conference.

6. Ministers of Council of Europe member states having responsibility for the matters to be discussed at the conference shall automatically be invited to participate in the conference. Council of Europe institutions having specific expertise in the matters to be discussed shall also be invited.

7. High representatives of the European Union having responsibility for the matters to be discussed at the conference shall be invited to participate in the conference.

8. Ministers of states enjoying observer status with the Council of Europe shall also be invited to participate in the conference as observers, as shall high representatives of international organisations already participating, by right or as observers, in activities in the field covered by the conference, unless the Committee of Ministers decides otherwise. Ministers of any other non-member state or high representatives of any other international intergovernmental or non-governmental organisation may be invited to participate in the conference as observers after having obtained the consent of the Committee of Ministers, which shall determine the conditions of such participation.

9. The preparation of the conference shall be entrusted to the relevant intergovernmental committee or committees set up under Article 17 of the Statute of the Council of Europe in the fields covered by the conference, the membership of which may be modified in the light of paragraphs 6, 7 and 8 relating to participants, or to the Secretary General. The Committee of Ministers may decide to entrust the preparation of a conference to any other competent body.

10. The committees or, as the case may be, the Secretary General or any other body referred to in the previous paragraph shall ensure that each conference they are responsible for organising is consistent with the Programme and Budget of the Council of Europe and provide the Committee of Ministers with an analysis of the impact that the conference would have for the future Programme and Budget of the Organisation. In due time, they shall present to the Committee of Ministers a progress report on the preparations for the conference, which shall also include information on the criteria set out in paragraph 1 and indicate the draft agenda of the conference.

⁵ To be provided by the Secretary General.

11. The Committee of Ministers shall hold an exchange of views on this report and address any observations to the relevant committees, the Secretary General or any other body referred to in paragraph 9, as the case may be, who shall take them into account without prejudice to the conference's prerogatives.
12. The Secretary General shall submit to the Committee of Ministers as early as possible (normally four to six weeks before the conference) any draft document to be submitted to the conference for consideration. The Committee of Ministers shall hold an exchange of views on such documents and address its observations to the Secretary General, the relevant committees or any other body referred to in paragraph 9, who shall take them into account without prejudice to the conference's prerogatives.
13. The Secretary General shall present to the Committee of Ministers, in a timely manner, a report on the holding of the conference and the texts agreed by it. The Committee of Ministers shall decide on the follow-up actions, including those with budgetary implications, to be given by the Council of Europe to the texts agreed at the conference, which it shall forward, as appropriate, to all relevant bodies including intergovernmental committees, other international organisations and other Council of Europe bodies for information.
14. The above provisions shall apply *mutatis mutandis* to ministerial level meetings to be held under the partial agreements of the Council of Europe without prejudice to the prerogatives of such agreements.