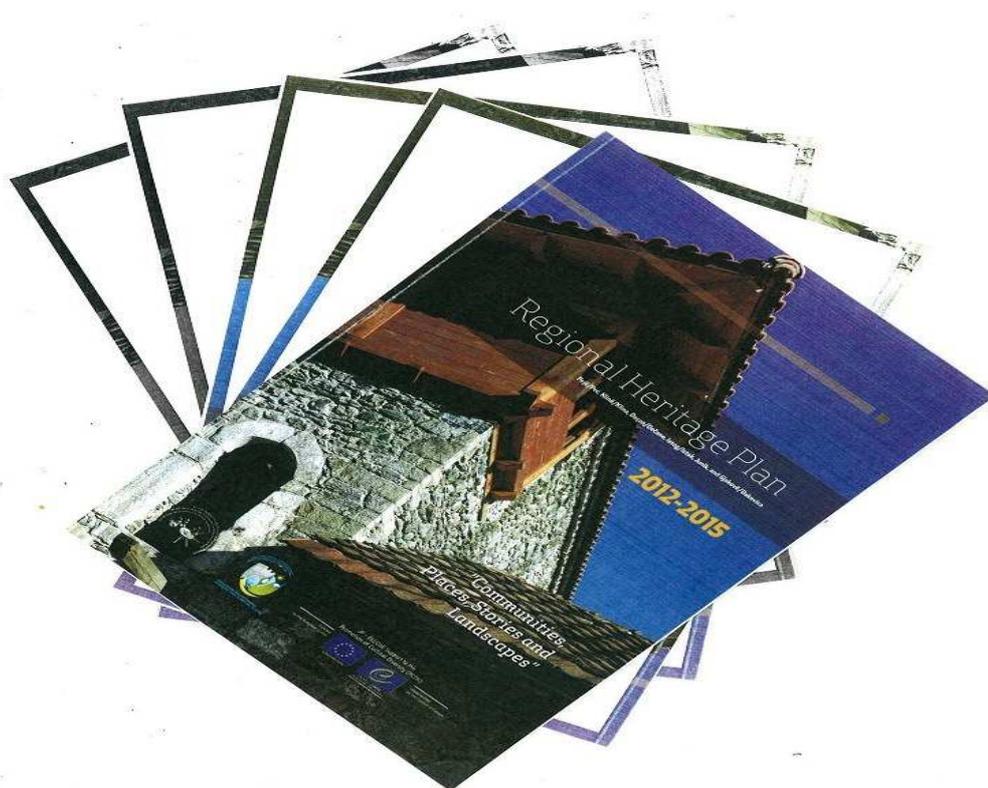


# EU/CoE Support for the Promotion of Cultural Diversity in Kosovo\* (PCDK)

Implementing the Heritage Plan process in the regions of Pristinë/  
Priština, Mitrovicë/ Mitrovica, Gjilan/Gnjilane and Prizren as developed  
in the Kosovo West region to facilitate Local Economic Development

## Feasibility Study Report \*\*

*Prepared by Terry O'Regan, Council of Europe Expert*



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*\*This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.*

*\*\*The opinions expressed in this document are the responsibility of the author and/or members of the PCDK team and do not necessarily reflect the official policy of the Council of Europe and/or the European Union*

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## Introduction

Reflecting the values and dynamics of cultural diversity the Heritage Plan process for Kosovo emerged over the three period 2010-2012 in Kosovo West as a regional community initiative of the EU/CoE Joint Project in support of the Promotion of Cultural Diversity in Kosovo (PCDK) and represented an incremental step under the Local Development component in the Kosovo West region intended to identify the most appropriate strategy to advance the project objectives in the context of developing a sustainable heritage tourism component within an overall tourism strategy for the region.

The success of the heritage plan process under PCDK I in Kosovo West not alone delivered successful pilot actions on the ground resulting in the on-going implementation of the plan, but also it encouraged the decision under PCDK II to progress the elaboration or extension of the process to other regions of Kosovo namely the regions of Pristinë/ Priština – Kosovo Central, Mitrovicë/ Mitrovica – Kosovo North, Gjilan/Gnjilane – Kosovo East and Prizren/Prizren – Kosovo South. The elaboration process in the four further regions began in 2013 and follows the five phase methodology applied in Kosovo West:

1. Diagnosis or data collection
2. Feasibility study
3. Pilot actions
4. Heritage plan preparation
5. Heritage plan implementation.

Throughout the five phases capacity-building, training and the application of consistent best practice standards are integral to the process. The diagnosis or data collection phase was undertaken during 2013 and the feasibility study phase concludes with this updated report.

In preparing the feasibility study it was considered desirable to revisit the core cultural diversity objectives of the PCDK project to ensure that the heritage plan process is not diverted into aspects with too narrow a focus which could potentially be retrograde with regard to its core objectives. There are many challenges in Kosovo today, progress is being made on all fronts, but this particular project is about people and place, culture and heritage, awareness-raising, capacity-building and above all enhancing communal mutual respect and in so far as is possible dismantling counter-productive cultural barriers.

In essence, this study is assessing if it is feasible to deliver these civil society characteristics throughout all regions of Kosovo by means of the heritage plan process.

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## Section 1

### Executive Summary

The context for this report concerns the rich, diverse and complex cultural and natural heritage and landscape of Kosovo and community-based initiatives to responsibly and sustainably realise the value of this heritage resource for present and future generations.

The EU/CoE Joint Project in support to the Promotion of Cultural Diversity in Kosovo (PCDK) project aimed at providing guidance and training to achieve these aims has evolved over time to embrace an increasingly holistic and dynamic interpretation of culture and heritage involving intangible as well as tangible cultural heritage together with a less site-specific natural heritage.

The heritage plan process already completed under PCDK 1 in Kosovo West involved a wide-ranging feasibility study that considered different strategies that might best deliver on the local development and heritage tourism aims of the project whilst maintaining trust with the deeper cultural diversity aims and objectives of the PCDK II project. Following a thorough evaluation of the different strategies it was decided to adopt the heritage plan approach and the success of this approach as progressed to date in Kosovo West led to the decision to expand the process to other regions under PCDK 2.

The scoping for the elaboration project identified four further regions potentially suited to a regional heritage plan embracing 31 municipalities, the regions being Central - Pristinë/ Priština, Northern - Mitrovicë/ Mitrovica, Eastern - Gjilan/Gnjilane and Southern - Prizren/Prizren. The majority of the 31 municipalities are included in the process, but currently a small number are not included for a variety of sometimes complex reasons.

During 2013 the diagnosis phase of the project was progressed by the PCDK team involving capacity-building and extensive data collection across the four regions.

The process was intensive and a substantial portfolio of data has been collected and partially analysed/evaluated. Capacity-building has resulted in the engagement of the communities of each region in the process.

This study involved an evaluation of the data collected and the project capacity now in place to establish if the remaining phases of the heritage plan project can proceed as designed and planned.

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A SWOT analysis approach was adopted and this perhaps unsurprisingly revealed broadly similar characteristics in the four regions to those previously identified in Kosovo West.

It is considered that the quantity and quality of the data portfolio and the capacity established in the regions is adequate for the purpose of preparing four further regional heritage plans.

As a result it is the conclusion of the feasibility study that the heritage plan process may now proceed to the pilot action and heritage plan preparation/publication phases.

The recommendations that conclude this study highlight aspects of the process that require attention and in particular stress is placed on the need for a well-structured and tightly managed process if the four heritage plans are to be delivered within the short timeframe available.

The initial feasibility study prepared on the basis of information available was prepared and circulated in early March. Following review by the PCDK team this updated study has been prepared reflecting the additional information, queries and other feedback that arose as a result of the review.

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## Section 2

### Background

The people of Kosovo live in a land with a diverse, rich and complex history and an equally diverse, rich and complex natural and cultural heritage and landscape.

The heritage of people and place anchors the secure continuity of present and future populations against the storms of life with an appreciation of the rich creative potential of the human race and an understanding of shared intertwined stories.

There is a determination in Kosovo to conserve and manage this heritage resource as illustrated by the provisions through legislation and the allocation of resources.

Over the past thirteen years many key heritage buildings have been restored, whilst the physical and administrative infrastructure has been greatly improved.

The PCDK II project is operating at an even deeper level as it supports and facilitates the rebuilding of diverse communities in the dynamic context of shared heritage and landscapes as an integrated culturally reinforcing exercise.

### Project Goals

The modus operandi for the PCDK project has been dynamic and flexible responding to the circumstances as they arose; the knowledge and experience gained and the interaction and contributions of all participants. The initial focus on cultural heritage sites has been broadened into a more holistic engagement with society, landscape, nature and. cultural heritage in all its tangible and intangible manifestations.

### Extracts from Description of Action of PCDK II

*“To contribute to increased intercultural dialogue, social cohesion and economic development through an integrated and inclusive approach for the long-term sustainability of cultural and natural heritage in Kosovo.*

*The project aims at facilitating the development of viable heritage planning and management in Kosovo in accordance with European norms and standards, with a strong emphasis on community well-being through the active participation of all stakeholders and civil society.”*

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The key objectives of the PCDK II Project reflecting the foregoing and the experience to date are as follows:

- The promotion of cultural diversity as a mechanism to reconcile and integrate diverse ethnic communities
- The promotion of cultural heritage as a dynamic social and economic resource
- The development of a sustainable socially-integrated cultural tourism sector.

The heritage plan process already completed under PCDK 1 in Kosovo West involved a wide-ranging feasibility study that considered different strategies that might best deliver on the local development and heritage tourism aims of the project whilst maintaining trust with the deeper cultural diversity aims and overall objectives of the PCDK project. Following a thorough evaluation of the different strategies it was decided to adopt the heritage plan approach and the success of this approach as progressed to date in Kosovo West led to the decision to expand the process to other regions.

### **Scoping the Elaboration of the Heritage Plan Process to Four More Regions**

In principle it was decided to include all municipalities within the initial scope of the elaboration process - with the exception of the six municipalities already covered by the Kosovo West project.

This inclusive approach will involve many project partners.

Municipalities north of the River Ibar are not covered due to the current political situation and instructions by the private office. An NGO we are working with may provide a list of cultural heritage for the municipalities but assessment will not be possible at this stage.

Current status on scoping (illustrated map incl. in appendices) is as follows:

#### **Region: Prishtinë/Priština – Kosovo Central Region**

Prishtinë/Priština  
Fushë Kosovë/Kosovo Polje  
Obiliq/Obilić  
Lipjan/Lipljan

Novobërdë/Novo Brdo\*  
Podujevë/Podujevo  
Glllogovc /Glogovac  
Graçanicë /Gračanica

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Responsible NGO: ‘Kosovo Stability Initiative’ – IKS

\* Novobërdë/Novo Brdo administratively comes under Prishtinë/Priština but was covered under Gjilan/Gnjilane (tangible heritage is under Gjilan/Gnjilane RCCH). A final decision has yet to be taken as to which heritage plan it will be addressed.

### **Region: Mitrovicë/Mitrovica – Kosovo North Region**

Mitrovicë/Mitrovica  
Vushtrri/Vučitrn  
Skënderaj /Srbica

Responsible NGO: ‘Mundësia’

*Municipalities currently not included:*

*Leposaviq/Leposavić  
Zvečan/Zvečan  
Zubin Potok/Zubin Potok*

*These municipalities may yet be included but not assessed*

### **Region: Gjilan/Gnjilane – Kosovo East Region**

Kamenicë/Kamenica  
Klllokott/Klokot  
Viti/Vitina  
Ranillug/Ranilug  
Gjilan/Gnjilane  
Partesh/Parteš

Responsible NGO: Cultural Heritage without Borders - ‘CHWB’

### **Region: Ferizaj/Uroševac – Kosovo East Region**

Ferizaj/Uroševac  
Hani e Elezit /Đeneral Janković  
Shtime/Štimlje  
Shtërpçë/Štrpce  
Kačanik/Kaçanik

Responsible NGO: Cultural Heritage without Borders - ‘CHWB’

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*\* The Ferizaj/Uroševac and Gjilan/Gnjilane regions are currently being managed as two separate regions – they will be combined into the one region in due course.*

## **Region: Prizren/Prizren – Kosovo South Region**

Prizren/Prizren  
Suharekë/Suva Reka  
Malishev /Mališevo  
Mamushë/Mamuša  
Rahovec/Orahovac  
Dragash /Dragaš

Responsible NGO: 'Ec Ma Ndryshe'

### **Section 3**

## **Diagnosis Phase - Data Collection & Capacity Building**

The diagnosis phase during 2013 has involved capacity-building and extensive data collection across the four regions.

The PCDK 2 Team engaged in the process is as follows:

### Team Leader

Hakan Shearer Demir

### Project Manager

Michèle Bergdoll

### PCDK Regional Co-ordinators/facilitators

Region: Prishtinë/Priština – Central Region

Arif Muharremi

Region: Mitrovicë/Mitrovica – Northern Region

Avni Manaj

Region: Gjilan/Gnjilane – Eastern Region

Merita Limani (& David Roche)

Region: Ferizaj/Uroševac – Eastern Region

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Avni Manaj

Region: Prizren/Prizren – Southern Region

Harmonije Radoniqi

Project Experts

PCDK Senior Specialist on Cultural Heritage: Julija Trichkovska

Internet Platform Expert: Uragan Alija

Council of Europe International Expert on Landscape & Heritage Management: Terry O'Regan

Primary Data Issued/Circulated/Received to date

E-mails exchanged 11-16 October

Agenda & 'Minutes' of SKYPE Meeting of the 10<sup>th</sup> October and subsequent e-mails exchanged on the progress and direction of the diagnosis phase.

Received from Julija Trichkovska on 21<sup>st</sup> September 2013

Immovable Cultural Heritage Selection in Four Kosovo Regions

Review of the presented ICH elements by the NGOs

Note:

*The review of the natural heritage will be done after the PCDK finalisation of the updated documents submitted by the natural heritage experts (from Ministry for Environment and Spatial Planning).*

Received from Harmonije Radoniqi on 23<sup>rd</sup> September 2013

Excel Sheets recording responses to questions posed on the internet platform together with collation data in some cases:

- Q1- Natural and Cultural Attractions
- Q2 - Ongoing Projects and Activities
- Q3 - Projects or Activities in the Field of Tourism
- Q4 - Indigenous Products

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- Q5 - Traditional Cultural Artistic Activities
- Q6 - Tourism Development Opportunities
- Q7 - Heritage tourism
- Q9 - Most attractive important destinations

Note re Q8 - Table on this question provided in the local database at PCDK

Final Report from Urgan Alija – designer & manager of the internet platform

Received from Avni Manaj on the 2<sup>nd</sup> October 2013 (in Cetijne, Montenegro)

Files (5x3) of photographs illustrating selection of Immovable, Intangible **and** Natural Heritage from each region

- Ferizaj Region
- Gjilan Region
- Mitrovicë/Mitrovica Region
- Prishtinë/Priština Region
- Prizren Region

Excel Document with data on Cultural Heritage (Intangible)

Circulated by Terry O'Regan on 24<sup>th</sup> January 2014

Progress & Information Input Request Questionnaire addressed to PCDK project team

Heritage Plan Regional Overview Jan 2014

Outline of a Regional Heritage Plan

Received from Harmonije Radoniqi on 10<sup>th</sup> February 2014

PCDK Team Response to the questionnaire sent by me on 24<sup>th</sup> January 2014

Lists of the Stakeholders involved in the process and statistical information for 4 regions

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- Centre Region
- Eastern Region
- Northern Region
- Southern Region

Review of the proposed pilot actions for the regions: Prizren, Gjilan/Gnjilane and Mitrovice/Mitrovica

Questionnaire for Pilot Actions Development

Proposed Pilot action for Prishtine/Pristina Region [Draft]

Review of the Pilot Actions Proposed

Issued by Terry O'Regan on 6<sup>th</sup> March 2014

Document analysing the data collected by the internet platform process in response to Q 1 – Natural & Cultural Attractions into regions and municipalities.

Issued by Terry O'Regan on 7<sup>th</sup> March 2014

File of lists of heritage immovable, intangible and natural for each region extracted from files and documents received on the Avni Manaj on the 2<sup>nd</sup> October in Cetijne, Montenegro.

Issued by Terry O'Regan on 10<sup>th</sup> March 2014

Feasibility Study Report for review

Received from Michèle Bergdoll on 14<sup>th</sup> March 2014

PCDK Team Response to the Feasibility Study Report issued on 10<sup>th</sup> March 2014 with clarifications, queries and comments

Secondary Data Issued/Received to date

PCDK Co-ordinator Reports

Received from David Roche (30<sup>th</sup> October 2013) and Harmonije Radoniqi (11<sup>th</sup> November 2013)

Received from Harmonije Radoniqi on 10<sup>th</sup> February 2014

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Tourism Marketing Strategy - Prizren

Received from Harmonije Radoniqi on 14<sup>th</sup> February 2014

Mission to Janjevo – report by Julija Trichkovska, PCDK Senior Specialist on Cultural Heritage (Municipality of Lipjan/Lipljan)

Field Visits to date

Field visits by the project co-ordinators and experts have been an integral and vital part of the process in connection with capacity-building, co-ordination, heritage assessment/evaluation and recording.

Field visits specifically in connection with this feasibility study were undertaken to all regions by the author of this report in the company of the relevant PCDK co-ordinator and members of the regional working groups during the 2013 missions - April 15<sup>th</sup> to 19<sup>th</sup> and October 21<sup>st</sup> to 25<sup>th</sup> inclusive.

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## Section 4

### Diagnostic Phase Review & Data Evaluation

As already noted in the introduction the PCDK 2 Heritage Plan elaboration project is being implemented in 5 phases.

To date the following actions have been completed or have been commenced under phase 1 – Diagnosis.

- Collecting and analysing data on heritage in the area
- Assessment of the Infrastructure
- Stakeholder Identification & capacity-building
- Heritage Awareness-raising

### Methodology

The methodology for the feasibility study was as follows:

- Participation in the diagnosis phase including training sessions, team meetings, field visits and meeting stakeholders
- Reviewing the diagnosis phase
- Evaluating and analysing the data collected
- Undertaking a SWOT analysis of the outcome of the diagnosis phase
- Undertaking a strategic review in the light of the outcome of the diagnosis phase
- Proposing recommendations for the further phases in the process
- Consulting with the PCDK 2 team with regard to the contents of the feasibility study and agreeing revisions if required and the final recommendations to be adopted.

The feasibility study has been broadly conducted and concluded within that framework.

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## **Diagnostic Phase Review**

### **Scoping Process**

There was concern in the early stages of the process that a number of municipalities were not initially included in the scope of the project, as such a scenario could undermine the whole project over time.

It is to be welcomed that with the exception of the three municipalities north of the Ibar, this challenge has largely been addressed by the PCDK team.

It is noted that a possible non-assessment approach to include the three municipalities north of the Ibar is under consideration.

### **Data Collection**

As was the case in Kosovo West the collection of factual data proved problematic, demonstrating that the project constraints are consistently manifest throughout Kosovo.

### **Platform Process**

The data collected by the platform process provides a valuable base-line resource on community understanding of and engagement with heritage as well as the wider infrastructure. Perhaps more importantly the exercise provides an insight into the living culture of today in the regions and municipalities. The data needs to be analysed further and should be discussed within the PCDK 2 team and with the stakeholders over the coming year or two.

The analysis to date has been largely quantitative or statistical and whilst this is useful and interesting and confirms the extent of the citizen engagement achieved there is room for more qualitative analysis.

It is important to view the apparent confusion (different site names etc) in the data as information in itself and an opportunity rather than an obstacle.

The platform process will be seen as being as much about awareness-raising and capacity-building as it was about data collection.

More detailed analysis will hopefully ensure that the platform process is seen to feed into the heritage plans for the regions and this has been demonstrated by the initial analysis exercise carried out on Q 1 – Natural and Cultural Attractions issued as a separate document in advance of this report on the 6<sup>th</sup> March 2014.

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Qualitative surveys are always challenging. If questions are posed in a closed manner – for example offering Yes/No boxes or offering lists to be ranked - there is a danger of pre-determining the outcome. Offering open questions can result in challenging response data that may seem to provide the ‘wrong’ answers.

An open-minded examination of the responses to the platform questionnaires will, I believe be worthwhile for both the PCDK team and the working groups. The trick is to ask questions of the answers – why were certain answers given. For example the ‘NEWBORN’ art piece was listed under cultural heritage. That is exciting and enriching response – in my opinion!

Analysing the data under regions and municipalities and converting the file to Microsoft WORD should make it easier to further condense the data and to use it to further engage with communities based on a common language and understanding of culture, nature, heritage and present-day dynamics.

### Heritage Selection Lists

The heritage selection files prepared to date are based on data supplied by the Regional Centres of Cultural Heritage (RCCH), the Ministry of Culture, Youth & Sports (MCYS), the Ministry for Environment & Spatial Planning (MESP) and the participating NGO’s.

These files have been reviewed and improved by my colleague and fellow expert Julija Trichkovska. Whilst they are already impressive and reassuringly professional it will be noted that Julija foresees a need for further work in this regard.

The cultural and natural landscapes as such are not really represented in the lists – this omission requires discussion. In the absence of a landscape identification and assessment process it may be difficult to list cultural and natural landscapes of note, but the expected existence of this category of heritage should be referred to.

It is good to note that heritage sites that posed ‘permitted’ access difficulties are being addressed by Julija Trichkovska and other PCDK co-ordinators.

(For convenience preliminary summary lists have been extracted from the data received to date to provide a common basis for discussion and on-going updating – these lists were circulated on the 7<sup>th</sup> March 2014)

Further data will be collected in 2014 for minority communities. Minority NGOs have been selected and they are expected to research, analyse and

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document intangible practices in their communities. This information is expected to be available in summer 2014.

### Photographic Files

A useful and informative range of photographic files have been prepared based on the lists referred to in the immediately preceding section of this report. The quality of the images is rather variable, but they will suffice for the present and can be added to or upgraded as the need arises.

It would be good however to begin to build reference computer files of combined text and images for the use of everyone. Whilst this could be one of the first concrete tasks of new PHMs the data currently being gathered should be filed systematically to facilitate the future actions.

### Stakeholder Lists

The lists of stakeholders recently provided suggest a wide level of participation across the communities in or associated with each region.

I am advised that the current strength of regional activity is as follows

Centre Region – Average

Eastern Region – Average

Northern Region – Average

Southern Region – Average

An average grading for regional activity at this stage is not surprising. The engagement of the stakeholders is however vital to the success of the project and this aspect of the project should be regularly reviewed identifying the characteristics of the activity in each region to build a profile of the ideal structure and operation.

### Pilot Actions

The pilot actions currently proposed are as follows:

*Cultural Heritage Fair* - to be organised in “Bifurcation” site near Ferizaj/Uroševac

*Karadaku Dance* of the Gjilan/Gnjilane region

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“YGDYLI” rite (traditional game) which is carrying out during the wedding days in Mitrovicë/Mitrovica region

“Hajde do it – filigree’s workshop in Prizren

The pilot action proposed by the RWG of Prishtinë/Priština region in the “Report on the meeting of the RWG” was not considered to be appropriate and is under review/revision.

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## Section 5

### SWOT Analysis

In analysing the regions with regard to strengths, weaknesses, opportunities and threats it is apparent that many of these are common to all four regions and they also occurred in the Kosovo West region.

#### Common to all Four Regions

##### Strengths:

- A diverse heritage resource – immovable, intangible and natural with regional variations
- An improving physical infrastructure
- Works in progress to improve selected heritage sites

##### Weaknesses

- Poor quality data currently available on cultural and natural heritage
- Average stakeholder engagement
- Inadequate heritage presentation – guides, signage, access, facilities and heritage site information
- Weak citizen heritage awareness
- Weak heritage tourism infrastructure
- Poor municipal management of waste, rubbish and litter
- Poor river catchment management

##### Opportunities

- The establishment of a sustainable, responsible heritage tourism sector would deliver cultural diversity, educational, environmental, social and

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both direct and indirect economic benefits including the establishment of an associated sustainable craft and artisan product sector

### Threats

- The loss of vulnerable heritage both cultural and natural with consequent medium and long-term social, cultural, environmental and economic damage and loss.
- Inappropriate developments of questionable sustainability and poor design particularly in the rural landscape, along rivers and in upland or mountainous areas
- Ill-considered infrastructural, alternative energy and telecommunications structures etc
- Loss of distinctive character of the landscape before the value of this resource has been understood, appreciated and realised responsibly.

### SWOT Analysis Specific to each Region

#### Region: Prishtinë/Priština – Central Region

##### Strengths

- A particularly rich diverse immovable heritage resource
- A stakeholder network has been established

##### Weaknesses

- Heritage sites which should present as an ensemble are becoming fragmented
- Over-concentration of selected sites in certain locations could reduce wider community participation.
- Poor street signage is a particular problem in Pristina

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### Opportunities

- Easier access to sites in urban areas

### Threats

- Heritage sites under continuous urban development pressure
- In large cities it can prove difficult to build a cohesive stakeholder structure

### **Region: Mitrovicë/Mitrovica – Northern Region**

#### Strengths

- A rich diverse immovable and intangible heritage resource
- A stakeholder network has been established

#### Weaknesses

- Difficulties with regard to inclusion of all municipalities
- Sites are rather concentrated into certain locations
- Limited visitor/tourism infrastructure

#### Opportunities

- The heritage plan process has the potential to deliver significant cultural diversity benefits in this region

#### Threats

- The political & cultural tensions in the region
- Uplands and mountain areas are particularly at risk from inappropriate development.

### **Region: Gjilan/Gnjilane – Eastern Region**

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### Strengths

- A rich diverse immovable and intangible heritage resource
- A stakeholder network has been established

### Weaknesses

- Difficulties with regard to inclusion of all municipalities
- Limited visitor/tourism infrastructure

### Opportunities

- The heritage plan process has the potential to deliver significant cultural diversity benefits in this region

### Threats

- Because the heritage resource may appear less obvious in the region it is possible at greater risk than elsewhere – incrementally indifference can be very damaging.

## **Region: Ferizaj/ Uroševac – Eastern Region**

### Strengths

- A rich diverse immovable and intangible heritage resource
- A stakeholder network has been established

### Weaknesses

- Difficulties with regard to inclusion of all municipalities
- Limited visitor/tourism infrastructure

### Opportunities

- The heritage plan process has the potential to deliver significant cultural diversity benefits in this region

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## Threats

- Lack of genuine understanding and/or commitment to heritage as illustrated by the problems manifest at the Bifurcation site.

## Region: Prizren/Prizren – Southern Region

### Strengths

- An exceptionally rich diverse immovable, intangible and natural heritage resource
- An existing heritage tourism/visitor infrastructure
- A stakeholder network has been established

### Weaknesses

- Difficulties with regard to inclusion of all municipalities

### Opportunities

- Because the region features a possible greater cultural diversity than other regions and its recent history may have been somewhat less fraught than other regions it could provide a 'neutral zone' for mixed cultural study groups from other regions

## Threats

- Poorly integrated and planned regional cultural tourism development
- River gorges, uplands and mountain areas are particularly at risk from inappropriate development.

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## Section 6

### Feasibility Study Strategic Considerations and Recommendations

Under PCDK 1 the Heritage Plan Kosovo West initiative was in effect a major strategic pilot action and the lessons learned in PCDK 1 will be applied in the other four regions and indeed feed the benefit of the further lessons learned in these four regions back into the on-going Kosovo West process.

PCDK 1 embodied a range of promotional and sustainable cultural diversity and heritage strategies in Kosovo West that do not need to be re-invented, but may have to be adapted to local and evolving circumstances.

Arising from the feasibility study the following are the strategic considerations and recommendations for the consideration of the PCDK 2 team.

***These strategic considerations and recommendations should be considered in the context of all the documents and activities referred to in Sections 3 & 4.***

#### Recommendation No.1

As the characteristics of the heritage/societal resources and infrastructure in the four regions are broadly similar to those identified and assessed in Kosovo West it is recommended that the project proceeds with the preparation and subsequent implementation of heritage plans for each region. Account will have to be taken with regard to the key characteristic regional variations.

#### Recommendation No.2

There have been constraints regarding the inclusion of all municipalities in the four regions. The author of this report is of the view that all municipalities should if at all possible be included even if active engagement is not currently feasible.

Good progress has been made in addressing these constraints,

It is recommended that a provisional strategy with regard to full inclusion of all municipalities be agreed as soon as possible to facilitate the progression of the heritage plan preparation phase.

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### Recommendation No.3

To date the four regions have been identified under three different title styles:

- as central, eastern, northern & southern regions
- as Pristinë/ Priština, Mitrovicë/ Mitrovica, Gjilan/Gnjilane and Prizren regions
- as Pristinë/ Priština, Mitrovicë/ Mitrovica, Gjilan/Gnjilane, Ferizaj/Uroševac and Prizren regions

This is potentially confusing.

It is noted that the intention is to follow the Kosovo West model with the regions designated as Kosovo North, East, South & Central.

It is recommended that this title style be used consistently from now on.

### Recommendation No.4

The internet platform data collection exercise must not be seen as a once-off exercise but rather a continuum of engagement, information-sharing and awareness-raising. Regional co-ordinators should use the data analysed as necessary to provide a common basis for on-going engagement.

### Recommendation No.5

The pilot actions under consideration appear to be appropriate, diverse, interesting and attractive and should inform and support the process.

The pilot-action process has proven to be one of the most effective activities of the heritage plan process and aside from the more targeted 'high profile' pilot actions it is recommended that we should be open to adding 'low-involvement' pilot actions to the process – where events or initiatives that meet certain criteria might be included in a PCDK list with very limited direct involvement by the PCDK team other than possible small financial aid.

An example of a 'low-involvement' pilot action might be an existing 'festival' linked to cultural heritage – PCDK might not have the resources to commit to a major involvement but might sponsor a prize for a competition for the local children to describe the event or aspects of the event in writing and illustrations. Or the sponsorship might be for an exhibition of heritage artefacts from the homes in the locality. Or sponsorship might be for written and

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illustrated records of intangible heritage from the oral tradition with children interviewing their grandparents.

### Recommendation No.6

To add value to pilot actions and other project events it is recommended that investing in 'travelling exhibitions' is worthwhile – display panels featuring heritage site & artefact photos, maps, diagrams with short accompanying text boxes. Such an exhibition could be mounted at each event. Exhibitions are good at sending the message of the project to the wider public and they also get people talking.

The initial exhibition might be on the 'Heritage Plan' process itself using short extracts from the text of the 'Heritage Plan Kosovo West' publication with illustrations from the PCDK II four regions.

### Recommendation No.7

In the process of developing and implementing the heritage plans various pilot projects and desirable heritage plan actions will be considered. Some will be selected for implementation under the current programme. The others should not be discarded and lost.

It is to be hoped that the heritage plan process will continue indefinitely into the future and a list of potential pilot projects and heritage plan actions will serve as a continuously evolving resource..

It is therefore recommended that a dedicated file be opened and all such material relating to potential actions be recorded in as much detail as possible and stored for future reference. Ideally they should also be mapped.

### Recommendation No.8

In the heritage plan prepared for Kosovo West it was decided to highlight sites and traditions that had been evaluated during the heritage plan development process. The author of this report recognises that this sends an important message regarding standards of recording, management and presentation but is increasingly concerned that this approach potentially and unintentionally places heritage that has yet to be evaluated at risk and reduces/dilutes the value of the overall PCDK process.

The data collected via the platform represents an open interpretation of heritage that needs to be responded to.

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It is therefore recommended that whilst the selected list of Heritage Sites & Traditions evaluated must be included and highlighted it should be followed by separately classified lists of heritage sites, artefacts and traditions yet to be evaluated.

These latter lists which may at this stage be relatively brief or may indeed only be a narrative text. may require dedicated workshops with the working groups and other invited participants to 'dig' out the information.

There will be recommendations for further inventory making, evaluation, protection measures, etc. within the heritage plan action chapters which will add to these lists. But at this stage it is vital to avoid reinforcing a commonly held belief that heritage can be limited to selected sites.

In view of the fact that some sites may be evaluated by experts other than those in PCDK it may be necessary to have separate lists of evaluated Heritage Sites & Traditions. Though again this should be reflected on as soon as possible to ensure that the wrong message is not being conveyed.

#### Recommendation No.9

There is an inherent danger of unconscious exclusion in a process such as the heritage plan process that is concerned with large geographic areas. Some areas may only contain cultural or natural heritage of very local significance. Such areas might be unintentionally be excluded from all processes with consequent negative outcomes.

It is therefore recommended that all activities and listings be checked in this regard and adjustments made as appropriate to maximise the overall inclusiveness of the process. This may require some very creative thinking.

In the light of the PCDK review response it was noted that this is an important point and it is recommended that the topic should be discussed carefully to make sure that there is necessary awareness among the team. This should be a discussion point during Skype and team meetings.

In the light of the question of relative significance also be queried (local, regional, national, European and international) it is recommended that this issue also be discussed during Skype and team meetings.

The ICOMOS 'BURRA Charter' and associated internet material is a useful reference on this issue though it does not give prescriptive advice.

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### Recommendation No.10

The heritage plan prepared for Kosovo West was carefully worded and structured to provide the correct international, central, regional and local context for the 3 year action plan section.

The strategy so far going forward envisaged producing a similar heritage plan document customised to each region. This inevitably will involve some repetition and duplication and the dangers inherent in this situation need to be recognised.

It is therefore recommended that this reality be acknowledged throughout the on-going process stressing that there are fundamental principals and good governance objectives underpinning the heritage plan process that are not alone common to all regions of Kosovo, but are universally recognised and respected.

### Recommendation No.11

As will be apparent from this feasibility study the team has been engaged in fairly demanding intensive activity over the past 12 months. A substantial portfolio of documentation has been prepared. However the documentation has not in all cases been fully analysed nor has the complete portfolio been fully co-ordinated and collated to facilitate the process of preparing the four heritage plans.

It is therefore recommended that all outstanding analysis be revisited on an on-going basis and the overall portfolio be reviewed and collated in the context of moving on to preparing the heritage plans and concurrently the responsibilities of each team member be agreed and communicated.

Responsibility for this further analysis falls to all team members – the data is available and can be further analysed and used as described in this feasibility report. (Refer to Diagnostic Phase Review - Data Collection – Platform Process – final paragraph)

This report has provided an integrated framework for that exercise.

Moving on it should be appreciated as previously noted that not everyone on the 4 region elaboration team was intimately involved with the Kosovo West Plan and therefore all members are encouraged to carefully read and understand the Heritage Plan for Kosovo West.

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As a basic template a simplified outline of a regional heritage plan to help the team to focus on the process we are engaged in has been prepared and was previously circulated on the 24<sup>th</sup> January (see appendix for copy of same).

Members of the team will be involved in different sections of the plan; an indication of the responsibilities of each team member with regard to the heritage plans was outlined in draft format on the 24<sup>th</sup> January 2014 (T O'Regan feasibility study preparation document).

For example 'Section 1' will largely be adapted from the text of the KW Plan and would appear to primarily involve Terry, Michele, Julija and Hakan.

The difficult task of preparing 'Section' 2 will be Julija's prime responsibility in consultation with Terry, Michele and Hakan, but she can only do so if she has the necessary information and the co-ordinators for each region – Harmonije, Avni, Arif and Merita should assist Julija in this regard.

'Section 3' will again largely be adapted from the text of the KW Plan and would appear to primarily involve Terry, Michele, Julija and Hakan.

'Section 4' will primarily involve the co-ordinators for each region – Harmonije, Avni, Arif and Merita in consultation with Terry, Julija, Michele and Hakan,

'Section 5' will again largely be adapted from the text of the KW Plan and would appear to primarily involve Terry, Michele, Julija and Hakan in consultation with the co-ordinators for each region – Harmonije, Avni, Arif and Merita,

'Section 6' would appear to largely depend on the co-ordinators for each region – Harmonije, Avni, Arif and Merita guided by Michele, Julija, Terry and Hakan.

'Section 7' will again largely be adapted from the text of the KW Plan and would appear to primarily involve Terry, Michele, Julija and Hakan in consultation with the co-ordinators for each region – Harmonije, Avni, Arif and Merita,

'Section 8' as advised in the feasibility study report review feedback a separate section will be provided with brief outline of the heritage plan in action in each of the municipalities of the region including specific recommendations. This would appear to largely depend on the co-ordinators for each region – Harmonije, Avni, Arif and Merita guided by Michele, Julija, Terry and Hakan.

This proposed outline now needs to be further discussed and agreed.

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A timetable and deadlines for the delivery of the four heritage plans must be agreed as soon possible – the desirable target for agreement on same would appear to be the end of March 2014.

It is important to understand that the elaboration of the heritage plan must not be a casual ‘cut and paste’ exercise. That would destroy the process. We must work hard to identify the differences as well as the similarities between the experience in Kosovo West and the four further regions.

### Recommendation No.12

The PHM structure to support and guide the implementation of the heritage plans into the future might seem to be some way ahead, but it is recommended that this should begin to be considered now as this will ensure the seamless continuity of the process.

All members of the team should reflect on the experience to date of the PHM structure in Kosovo West and seek input from Liam Scott and the PHM team.

The overall strategy to date has been to have a dedicated PHM for each region and a central support PHM in due course.

The structure must be such that it is seen to be equally available and equally committed to each municipality of the region.

The structure must be also be such that the members of the team at regional and central level represent a balanced range of the skills required to support and progress the heritage plan process.

At a regional level it may be more critical to have personnel that are skilled in facilitating activities, training actors and activists and negotiating with all stakeholders at a local level. They should be ‘quiet’ leaders leading from behind through encouragement and empowerment.

At a central level the skill set might need to be more strategic - it may be more critical to have personnel that are skilled in engaging with higher-level politicians and officials, good at co-ordinating resources, financial management, sourcing funding, training the regional personnel and good team managers. They should be ‘strong’ leaders leading by clear statements and where necessary encouragement and empowerment.

The logistical and geographic arrangement of the PHM structure is secondary to the strategic arrangement, but it should be such as to achieve the strategic aims as effectively as possible, maximising the return on the available

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resources and providing the requisite level of support in all five regions to ensure the long-term viability of the process.

Feasibility Study prepared by Terry O'Regan, Council of Europe international expert and circulated on the 10<sup>th</sup> March 2014

Following consultation/review, this updated version was circulated on the 27<sup>th</sup> March 2014

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## Section 6

### Appendix

#### Provisional Outline of a Regional Heritage Plan

# Regional Heritage Plan for Kosovo\* Central/North/East/South

Participating municipalities – to be listed

*\*This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.*

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### Foreword

### Introduction

#### Section 1 Heritage at the Heart of Community Life

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- 1.2 The Value of Heritage
- 1.3 What is a Heritage Plan?
- 1.4 Why have a Heritage Plan
- 1.5 Who is a Heritage Plan for?
- 1.6 What is the Aim of a Heritage Plan
- 1.7 How is the concept of heritage embodied in a heritage plan?
- 1.8 What does a heritage plan contain?
- 1.9 Sustainable Heritage

#### Section 2 Heritage of Kosovo ?

- Tangible Cultural Heritage
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- 3.1 Towards a Heritage Plan – Research and Assessment  
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The Heritage Plan evolved as an output of the PCDK project component for a Local Development Pilot Project in the Kosovo West region. It focuses on heritage in all its diversity and values, effectively drawing together all the activities of the pilot projects into an integrated strategy for the region, including those completed to date and those proposed for a further three years.

Relating to the methodology, the project was structured in five phases:

1. Diagnosis Phase
2. Feasibility Study
3. Pilot Actions
4. Draft Regional Strategy
5. Establishment of Regional Co-ordination Mechanism for Heritage Plan Implementation and Management

The plan responds to the dynamics of the region, and the focus is on cultural and natural heritage of the region and its related values including tourism/economic potential.

A priority throughout the process is the engagement of communities with their common heritage by means of awareness-raising, promotion, education, and capacity development activities.

The workflow adopted was based on incremental actions focussing on cross-community engagement, capacity-building and community cohesion: -

**Establishing Working Groups > Data Collection > Feasibility Assessment > Pilot Actions > Meetings/Workshops > Training > Preparing a 3 year Heritage Plan for Region > Implementing Heritage Plan > Integrating regional processes with Kosovo Heritage Plan**

### 3.2 Towards a Heritage Plan – Guidelines & Fieldwork

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Key criteria for an updated inventory of heritage assets are as follows

- Condition – fit for presentation?
- Appropriate access?
- Availability of data?
- Infrastructural capacity?

#### **Section 4 Changing Attitudes and Approaches**

The plan encourages community integration and cross-cultural interaction supporting progressive, positive changes in attitudes and approaches.

#### **Section 5 Strategic Considerations**

An Integrated Approach to Heritage Planning and Management

***The plan guides the development of viable heritage planning and management in accordance with European norms and standards, with a strong emphasis on community well-being through the active participation of all stakeholders and civil society.***

5.1 Awareness Raising

5.2 Protection measures

5.3 Planning and Design

5.4 Management measures

5.5 Cultural Heritage and Tourism

#### **Section 6 Objectives and Actions**

##### Objective 1

To raise awareness and promote appreciation of heritage in the region

##### Actions:

##### Objective 2

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To take necessary measures for the protection of heritage in the region

Actions:

Objective 3

To develop and encourage thorough assessment, integrated project design and planning with sound heritage management plan in region

Actions:

Objective 4

To develop and coordinate appropriate management practices for the care of heritage in the region

Actions:

Objective 5

Develop locally appropriate and sustainable heritage tourism initiatives in the region

Actions:

## **Section 7 Heritage Plan Implementation – Going Forward**

It is envisaged that the Heritage Plan process in all five regions will continue indefinitely into the future. To achieve this desirable aim it will need a stable support structure in Kosovo and international support if possible building on the experience to date in Kosovo West.

The progress in Kosovo West is likely to inform and guide decisions in this regard. But active and increased involvement of local stakeholders will play a crucial role in deciding the future, so it is vital to find and involve committed active citizens.

## **Section 8 Heritage Plan in the Municipalities of the Region**

Brief outline of the heritage plan in action in each of the municipalities of the region including specific recommendations.

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## Appendices

Appendix 1 - Heritage Sites & Traditions in the region

>As evaluated during 2013/14

>To be evaluated

Appendix 2 – Selected References & Sources

Appendix 3 – Project documents in print or on disc

Document prepared by Terry O'Regan and circulated on 24<sup>th</sup> January 2014

Updated on the 10<sup>th</sup> March and further updated on the 27<sup>th</sup> March 2014

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