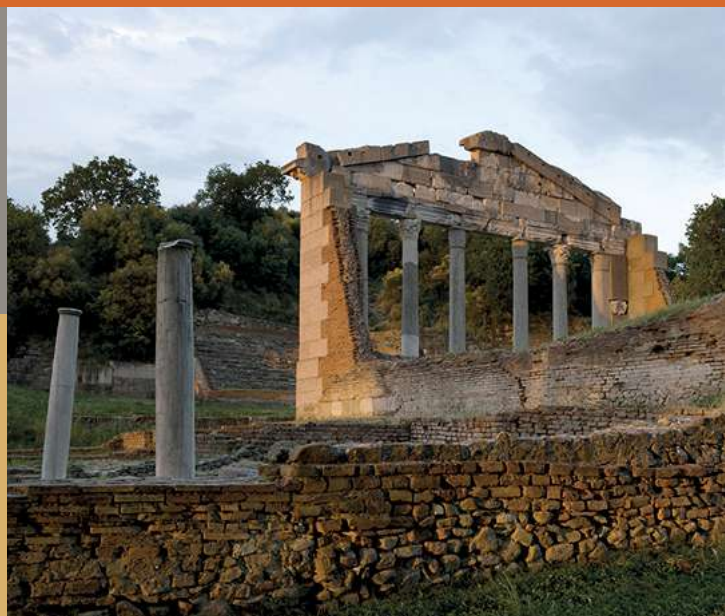


# AN INTEGRATED APPROACH TO CULTURAL HERITAGE

The Council of Europe's  
Technical Co-operation and  
Consultancy Programme



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# **AN INTEGRATED APPROACH TO CULTURAL HERITAGE**

The Council of Europe's  
Technical Co-operation and  
Consultancy Programme

**John Bold  
and  
Robert Pickard  
(eds)**

French edition:  
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# Abbreviations

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- CAL – Legislative Support Task Force
- CDCPP – Steering Committee for Culture, Heritage and Landscape
- COMUS – Community-Led Urban Strategies in Historic Towns
- EU – European Union
- FUNDPGH – Fund for the Preservation of Georgian Heritage
- HAR – Heritage assessment report
- HerO project – Heritage as Opportunity project
- ICBP – Institutional Capacity Building Plan
- ICCROM – International Centre for the Study of the Preservation and Restoration of Cultural Property
- ICOMOS – International Council on Monuments and Sites
- IPA – Instrument for Pre-Accession
- IRPP/SAAH – Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage
- KPP – Karst Pilot Project
- LDPP – Local Development Pilot Project
- NARD – National Agency for Regional Development of the Republic of Slovenia
- NGO – Non-governmental organisation
- OWHC – Organization of World Heritage Cities
- PCDK programme – European Union/Council of Europe Joint Programme of Support to the Promotion of Cultural Diversity in Kosovo\*
- PIL – Prioritised intervention list
- PTA – Preliminary technical assessment
- PTF – Preliminary technical file
- RCC – Regional Co-operation Council
- RIC – Reconstruction Implementation Commission in Kosovo\*
- RPSEE – Regional Programme on Cultural and Natural Heritage in South-East Europe
- STAGE project – Support for Transition in the Arts and Culture in Greater Europe
- STEPS – European Union/Council of Europe Joint Programme for Building Specialisation Strategies on Local Participation and Heritage Resources
- TCCP – Technical Co-operation and Consultancy Programme
- TFCS – Regional Task Force for Culture and Society
- UNESCO – United Nations Educational, Scientific and Cultural Organization

\* All references to Kosovo in this book, whether the territory, institutions or population, shall be understood to be in full compliance with UN Security Council Resolution 1244 and without prejudice to the status of Kosovo.



# Foreword

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**T**he sustainable management of heritage is a multi-disciplinary and dynamic process that has long been at the heart of the Council of Europe's work promoting and protecting cultural heritage. Specifically, through its Technical Co-operation and Consultancy Programme, the Organisation has demonstrated the role of heritage for revitalisation and sustainable development for over forty years. Setting standards for policy making and providing tailored technical assistance to member states and other partners has been an important part of our commitment. Significant work carried out in recent years, particularly through the Caucasus and South-East Europe programmes, has helped to develop good practices and methodologies that pave the way for future activities. The outcomes of the Council of Europe's cultural heritage activities have illustrated and generated momentum for fostering human rights, encouraging more democratic societies, adhering to the rule of law and highlighting new models of participatory governance.

The work of the Council of Europe in the field of cultural heritage has increasingly emphasised an integrated approach that combines the promotion and protection of cultural diversity, democratic governance and democratic innovation. It is essential therefore that decision making involves those most directly affected – the owners, inhabitants, local communities and local authorities – who recognise the specific value of heritage for society. Indeed, national-level cultural heritage protection policies and practices must not be removed from these stakeholders.

This publication on the Technical Co-operation and Consultancy Programme is a comprehensive analysis of the activities of the Council of Europe, as seen from three main perspectives – monuments and sites, historic towns and territories. It lays out the main steps which were taken over the decades, offering practical tools in the form of a holistic framework, firmly anchored in the heritage conventions, including the European Convention on the Protection of the Archaeological Heritage (Valletta), the Convention for the Protection of the Architectural Heritage of Europe (Granada) and, more recently, the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro), the recommendations and monitoring strategies of the European Cultural Heritage Strategy for the 21st century and the recent European Convention on Offences relating to Cultural Property. These instruments consolidate the framework and provide sound guidance for member states, enabling them to benefit from the Council of Europe's knowledge and experience, while acknowledging the different realities on the ground. Co-operation with the European Union, particularly on field action, has strengthened and deepened our work, generating further practical results and good examples.

This publication not only presents an overview of the Council of Europe's work in the field of cultural heritage, but also provides insight for future actions. It is hoped that this new addition to the cultural heritage series will inspire member states, local and national authorities, communities, academia and practitioners, in order to raise awareness and involve a wider audience in inclusive heritage work.

*Matthew Johnson*  
Director of Democratic  
Citizenship and Participation





# Executive summary

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**T**he purpose of this book is to describe and analyse the processes and results of major heritage projects conducted within the Technical Co-operation and Consultancy Programme (TCCP) of the Council of Europe, in association with the European Commission, since 2003.

The analysis is divided thematically into projects on (1) monuments and sites, (2) historic towns and (3) territories: each chapter reviews past achievements (in summary), aims and approaches of the programme, methodology and action taken, and provides a summary of principal results (in which results are cross-referred to the recommendations of the European Cultural Heritage Strategy for the 21st century – Strategy 21).

## PROCESS

The Technical Co-operation and Consultancy Programme has been a key component of the Council of Europe for over forty years. Now in the Directorate of Democratic Citizenship and Participation, the TCCP is situated at the heart of the social and political mission of the Organisation: developing democracy, defending human rights and advancing the rule of law.

Arriving at this point, at which heritage has come to be understood as an agent and a process, has been an evolutionary progression. There have been over 100 projects involving over 600 experts, beginning with specific issues relating to integrated conservation and, later, to sustainable development at monuments and sites and in historic towns and wider territories, and introducing innovative approaches and methodologies in addressing questions of conservation, urban and rural development, data standards and institutional management on which advice has been requested by the host countries.

Beginning in the later 1990s with specific action plans, the major shift towards longer programmes with the potential for long-term sustainable impact has characterised the approach of the TCCP in the 21st century:

- ▶ the Regional Programme on Cultural and Natural Heritage in South-East Europe which included: A. the Institutional Capacity Building Plan – reinforcement of heritage legislation and management structures through legal support and institutional support task forces; B. the Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage – on the restoration and rehabilitation of monuments and sites (later to become the Ljubljana Process – funding heritage rehabilitation in South-East Europe); and C. the Local Development Pilot Project – for the sustainable social and economic development and management of territories;
- ▶ the Kyiv Initiative – a pilot project on the Rehabilitation of Cultural Heritage in Historic Towns (of the Caucasus), exploring new patterns for local development aimed at improving the welfare and the urban quality of life of citizens;
- ▶ the COMUS project – Community-Led Urban Strategies in Historic Towns (of the Caucasus), using heritage as a means of improving well-being and the quality of life, celebrating diversity, enabling dialogue and respect.

These programmes have been characterised by:

- ▶ an increase in the scope and scale of the interventions;
- ▶ an increase in the duration of the projects;
- ▶ an increase in the involvement of local people and a wide range of stakeholders.

Alongside the promotion of integrated conservation and sustainable development, there has been the consistent promotion of the Council of Europe conventions on the architectural heritage (Granada), the archaeological heritage (Valletta), landscape (Florence) and the value of cultural heritage for society (Faro).

There has been the consistent introduction and promotion of methodologies for heritage management published in guidance books and documents, many of them adopted and translated into national languages within the host countries.

The process has been one of enabling a creative and empowering dialogue between local and national experts and the Council of Europe pool of international experts in order to arrive at agreed solutions to problems and strategies for future sustainable development.

## IMPACTS

The overall impact of the TCCP has been to situate the Council of Europe at the heart of heritage assessment and management in Europe – standard setting and exemplifying for the benefit of all, both those directly involved and the tacitly aware, and demonstrating the role of heritage as a tool for revitalisation and sustainable development.

There has been continuing full political and institutional support for the programme since it is seen as authoritative, enabling and beneficial. The programme has helped promote the wider significance of cultural heritage within governments and governmental institutions at national, regional and local levels.

It has enormously extended the social reach of heritage, promoting it as a major agent in social development, involving a very wide range of people in a wide range of heritage-related activities, with benefits demonstrated and networks established.

Financially, the programme has clearly encouraged and enabled significant investment in monuments and sites in the cause of wider social rehabilitation and development, not least encouraging the better direction and focusing of national funds.

The heritage assessments in all major projects have enabled the beginning of longer-term monitoring of project progress and impacts, and encouraged the preparation of action plans for the long-term sustainability of projects and processes.

## FUTURE PROJECTS

Heritage assessments should be employed at the beginning of each major project in order to identify the base line beyond which future developments can be assessed. Assessment should then take place at key points throughout the life of the project and at the end in order to measure progress, gauge impacts and learn lessons for future good practice.

In defining the scope and intended outcome of projects, acknowledgement should be made of the recommendations and monitoring strategies of the European Cultural Heritage Strategy for

the 21st century (social, economic and territorial, knowledge and education) which are relevant for the particular project.

In defining the scope and outcome of projects, note should also be taken of the principles of the Faro Convention in order to forward wider understanding of the role of heritage in society and to encourage further ratification of the convention.

Collaborative possibilities should be considered at the outset of major projects, at the national, regional and local levels, with non-governmental organisations (NGOs), and also at international level with the major institutions and agencies – the European Commission, ICCROM, ICOMOS, UNESCO.

Continuity of personnel and the sustainability of projects should be enabled within the beneficiary countries: the TCCP should encourage the employment and training of dedicated national staff and the setting up of task forces to manage projects and enable continuing monitoring and implementation of programmes until such times as the mechanisms and practices are entirely institutionalised within the countries.

Future projects should be selected for their potential for long-term sustainable impact on heritage and development nationally, regionally and locally; their capacity for the improvement of heritage management; their capacity for the engagement of local people in heritage processes; and their potential for the transferability of methodologies to other situations.

The TCCP should use its experience and methodologies to capitalise on the opportunity to situate heritage in transversal projects which address such major contemporary issues as demographic change, migration, socio-economic crises and climate change.

Future heritage projects, methodologies, outcomes and reflections should be published more widely and consistently beyond the recipients of TCCP recommendations in order to inform, educate and involve the wider European audience in the centrality of heritage to social cohesion and developmental progression.



## Chapter 1

# Technical Co-operation and Consultancy Programme: introduction to the analysis

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*John Bold*

### INTRODUCTION

The launch in April 2017 of Strategy 21 – the Council of Europe’s European Cultural Heritage Strategy for the 21st century – provides a new and stimulating context for the Organisation’s long-standing Technical Co-operation and Consultancy Programme (TCCP).<sup>1</sup> The launch follows the endorsement of the Strategy by the Committee of Ministers of the Council of Europe announced in the Namur Declaration of 2015 (see Appendix I for the Namur Declaration and Appendix II for the components, challenges and recommendations of the Strategy).

Responding to the numerous contemporary crises which are having a significant impact on our societies and our heritage, and recognising cultural heritage as a unique resource contributing to the creation of a more peaceful, just and cohesive society, ministers called for a Strategy aimed at redefining the place and role of cultural heritage as a necessary response to current challenges. In accompanying guidelines, outlining the issues and the approaches addressed within the Strategy, it is recommended that the operational priorities should be implemented through the use of the existing Council of Europe conventions, instruments and tools, including the Technical Co-operation and Consultancy Programme related to the integrated conservation of the cultural heritage. The inclusion of the TCCP is a timely acknowledgement of its continuing importance as a vital component of European cultural heritage strategy and management, coming at a time of reflection on past achievements and consideration of future prospects. A review of aspects of the programme, looking at its impact on historic towns and territories, was issued in the same year as the Namur Declaration<sup>2</sup> (see Appendix I). Further investigations on these subjects have followed, together with a consideration of the impact of the programme on monuments and sites. The results of these investigations and reflections are presented in this book in which Council of Europe experts have sought to analyse the programme and assess the lessons learned within the three broad categories. In Chapter 2 on monuments and sites, the Council of Europe/European Commission Regional Programme on Cultural and Natural Heritage in South-East Europe (RPSEE) is considered with particularly detailed

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1. The launch of the Strategy took place in Limassol, Cyprus, on 6 and 7 April 2017.

2. Council of Europe, AT(2015)400, available at <https://rm.coe.int/16806a89ae>, accessed 5 December 2017.

emphasis on the Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage (IRPP/SAAH). This developed into the two-stage Ljubljana Process which emphasised the fundamental role of heritage in rehabilitation strategies throughout the region. The methodology was then transferred and adapted for the Kyiv Initiative on the Rehabilitation of Cultural Heritage in Historic Towns and the subsequent COMUS project (Community-Led Urban Strategies in Historic Towns), both in the countries of the Caucasus and both considered in detail in Chapter 3 on historic towns. In Chapter 4 on territories, the approach adopted in the Local Development Pilot Project (LDPP) of the RPSEE to territorial social and economic development is analysed and assessed. Each of these chapters, written in light of Strategy 21, highlights new approaches while clearly demonstrating the cultural and procedural continuity which characterises the TCCP. It is this continuity, allied with a readiness to respond to evolving situations, that has enabled the new Strategy to promote the heritage as a spur to the achievement of broad social and economic ends. The TCCP has consistently taken a lead in conceptualising the role of cultural heritage, seeing its conservation and celebration as a catalyst rather than a finite end in itself, a stimulus for social and economic development and the enhancement of the living environment. The three thematic components of the Strategy – “social”, “economic and territorial development”, and “knowledge and education” (further described below) – are shown in the three principal chapters of this book to accord well with the actions and impacts identified by the authors who cross-reference their own findings to the recommendations of the Strategy.

All of the actions described in this book have been developed under the aegis of the Council of Europe’s Technical Co-operation and Consultancy Programme, run by a remarkably small and dedicated staff whose major projects over the past fifteen years have been supported by EU funding. This introductory chapter attempts to place the programme in its context and consider some of its impacts; lessons learned and future perspectives are addressed in the concluding chapter.

## **EVOLUTION OF THE TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME**

The Council of Europe’s Technical Co-operation and Consultancy Programme, known initially as Technical Assistance, has been advising national authorities and heritage professionals for over forty years.<sup>3</sup> The planned programme was given a significant spur by the European Architectural Heritage Year (1975) which was predicated on the notion of a heritage at risk – we recognise heritage as such when it is threatened: threat concentrates the mind and prompts responses. The first mission was completed two years later.<sup>4</sup> The programme was established to respond to requests for advice on specific heritage problems, particularly those which might offer broader lessons. Well over 100 projects have been carried out, more than 40 of them on the conservation and rehabilitation of historic town centres, others on specific conservation problems and on heritage documentation. Almost 600 professional experts have been engaged in the assessment of situations and the production of reports. The key to success has been the collaborative advisory, rather than directive, role played by the Council of Europe. These requests were made by national authorities and the appointed experts then engaged in a creative dialogue with local professionals in order to arrive at agreed and achievable solutions to problems. The implementation of recommendations was then the responsibility of the host country.

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3. For a fuller account of the programme see Bold J., “The technical co-operation programme: context and evolution” in Bold J. and Cherry M. (eds), *The politics of heritage regeneration in South-East Europe*, Council of Europe, Strasbourg, 2016.

4. On the integrated conservation of the historic quarter of the Münsterberg, Breisach-am-Rhein, German Federal Republic.

Technical co-operation and consultancy is essentially a practical research tool within the Council of Europe. From the beginning, the programme was based on the notion of integrated conservation: conservation should be one of the first considerations in all urban and regional planning, with full public participation. Later, the concept of sustainable development – development which responds to the needs of the present without compromising the capacity of future generations to respond to their own needs – was added to the TCCP remit. The acknowledgement of the role of heritage in sustainable development informed the approach adopted in the 1990s when the scope of technical co-operation was extended through the introduction of specific action plans extending over two to five years which allowed for the follow-up which had not been possible with short, finite missions dealing with specific problems. Multiple missions, workshops, pilot operations, training programmes and public-awareness campaigns enormously increased the effectiveness and reach of the programme, enabling it to influence the development of national heritage policies, heritage management and legislation. The Legislative Support Programme and its associated Legislative Support Task Force (CAL) of legislative experts was devised as a direct consequence of these broader programmes in response to requests from central and eastern European states for support in aligning their administrative and legislative systems with established European standards while respecting the national context.

The experience of specific action plans which had the potential for long-term sustainable impact underpinned the launch in 2003 of the Regional Programme on Cultural and Natural Heritage in South-East Europe, led by the Council of Europe and enabled by European Commission financing. The programme was conceived as a specific response to the problems suffered throughout the region at a time of enormous political, social, economic and legislative change, some of the countries (of the former Yugoslavia) having only recently begun their recovery after devastating wars, others beset by globalisation and the abrupt and often brutal transition to a market economy. The programme had three related components: the Institutional Capacity Building Plan (advice on legislation and institutional management), the Local Development Pilot Project (encouraging partnerships and participation in conservation and economic development, discussed in Chapter 4), and the Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage (IRPP/SAAH), later to become the Ljubljana Process (discussed in Chapter 2). Running until 2014, latterly with the Ljubljana Process II under the direction of the Regional Co-operation Council (RCC), this was the most ambitious and effective of the Council of Europe's technical co-operation projects.<sup>5</sup> The Kyiv Initiative (Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns) and its continuation in the form of the ongoing COMUS project, both in the countries of the Caucasus, led by the Council of Europe in partnership with the European Union, have both adopted and developed the assessment and management methodologies created during the RPSEE (see Chapter 3). The COMUS project uses urban rehabilitation as a means of contributing to wider objectives: improving well-being and the quality of life, celebrating diversity and enabling constructive dialogue and mutual respect between people of different cultures. Cultural heritage is thus utilised as a stimulus for sustainable socio-economic development.

This major shift from viewing heritage as object to positioning it as agent and catalyst for social improvement has been led by the TCCP department in its evolution from finite projects to long-term programmes. This is why it is entirely appropriate that the programme currently sits in the Directorate of Democratic Citizenship and Participation of the Council of Europe, key to the promotion of the three major tenets of the Organisation: developing democracy, defending human rights and advancing

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5. See the three related publications: Rikalović G. and Mikić H. (eds), *Heritage for development in South-East Europe*, 2014; Bartlett W. et al., *The wider benefits of investment in cultural heritage*, 2015; Bold J. and Chery M. (eds), *The politics of heritage regeneration in South-East Europe*, 2016, all Council of Europe Publishing, Strasbourg.



the rule of law. Technical co-operation remains a forward-looking, socially-based endeavour, its practice informed by years of accumulated experience and its philosophy underpinned by specific Council of Europe conventions – the Granada Convention for the Protection of the Architectural Heritage of Europe (1985), the Valletta Convention on the Protection of the Archaeological Heritage (1992), the Florence Landscape Convention (2000) and the Faro Framework Convention on the Value of Cultural Heritage for Society (2005). Notwithstanding significant progress, however, many of the issues identified during European Architectural Heritage Year (1975) have been shown to be recurrent – old problems re-emerging in new situations: how to balance sustainable growth with the retention of historic sites and town centres; how to encourage tourism without compromising the qualities which draw tourists in the first place; how to enlist the support of the local population (sustainable regeneration should not be a top-down strategy); how to ensure public/private collaboration; how to finance restoration and rehabilitation; how to balance the maintenance of the integrity of the site with the potentially competing demands for modernisation, better living conditions and new economic opportunities.

It has been a notable strength of the Technical Co-operation and Consultancy Programme that it has guided and advised rather than directed, providing flexible methodologies for the national professionals to adopt and adapt to circumstances. The recipients of the advice have taken part in a dialogue based on their needs, rather than being told what to do by management consultants presenting off-the-shelf solutions. The advice has been site- and situation-specific, rather than generic, even though experiences in one situation may then inform the approach in another: immense goodwill towards the Council of Europe and its programmes has thus been generated. The value of this, along with such values as well-being and improved quality of life, which we identify in cultural activities, is not easy to measure. Nor is the value of enabling experts from countries recently at war, as in the case of the countries of the former Yugoslavia, to work together in a common cause. The success of the collaborative approach was demonstrated most forcibly in an emergency project established alongside the RPSEE after the riots in 2004 in Kosovo\* which had resulted in serious damage and destruction at 35 Serbian Orthodox cultural and religious sites: the Council of Europe-led Reconstruction Implementation Commission, composed of Kosovo\*, Albanian, Serbian and international experts, offered a model for post-crisis collaboration as well as a demonstration of the programme's ability to respond rapidly and constructively to emergencies.

## MEASURING IMPACTS

The specific impact of projects is often difficult to quantify. Although desirable, it is notoriously difficult to assess the value of cultural activities and equally difficult to attribute precise causes to clear effects when there may be several inter-related factors working together. It is clear, however, that the RPSEE had a remarkable financial impact in encouraging and enabling investment in rehabilitation projects, significantly by the national governments themselves as well as by external agencies. During the period 2003-10, over 80 million euros were allocated or promised for 186 sites; in the period 2011-13, over 40 million euros were secured (14.7% national funding, 43.5% EU funding, 41.8% from others).<sup>6</sup> In addition to the financial impact, there were numerous other positive outcomes in the RPSEE: consistent national political support was manifested by the continuing engagement of ministers and also by the translation of the methodologies to the Kyiv Initiative on historic towns, also supported by the relevant ministers; institutionally the heritage sector was able to increase its prominence in governments and also benefited through adopting (and often

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6. Regional Co-operation Council, *Comprehensive report of the Ljubljana Process II – Rehabilitating our common heritage 2011-2014*, RCC/TFCS Secretariat, 2014, p 66.

translating into national languages) the project methodology and guidance documents; socially, there was a greatly increased involvement of local communities whose representatives could engage with the issues, influence outcomes and see the benefits; economically there was a significant, albeit slow, acceptance of the idea that heritage can be a resource rather than an impediment to progress, key to sustainable development; and there was a significant increase in national and local collaboration. One of the great, observable but difficult-to-quantify benefits of the TCCP overall has been its capacity for bringing people together, taking them out of their institutional bunkers and encouraging collaboration both within and across borders.

In future programmes, where possible, it would be desirable to build in assessment methodologies from the beginning, in order better to demonstrate impact. But this is not straightforward since culture and cultural heritage are processes as much as they are products and there is, moreover, a clear distinction between cultural value – “the intrinsic value of a monument comprising a cluster of invaluable characteristics that are beyond measurement and market estimation” – and economic value – “market value reflecting social demand”. Economists consider value in terms of the investment in heritage rather than in the heritage itself and assess that value in terms of willingness to pay.<sup>7</sup> To this may be added the category of “hedonic value” – the value attributed to nearby property and the environment. But economics is a social rather than a natural science and the clue to its range is in the qualifying adjective “social”. It has as much to do with intuition and feelings, perceptions and expectations, rights and responsibilities, as it does with measurable facts: investment is an act of faith, a point underlined in an analysis of the development of London’s Docklands where one might have expected one of the largest of all European regeneration programmes to be grounded in hard, verifiable facts and figures – it was not.<sup>8</sup>

Evaluations of the impact of the Technical Co-operation and Consultancy Programme were carried out in 2000 and 2010. In 2000, the evaluation assessed the programme over its four main phases: 1975-91 – years of expansion; 1992-95 – diversification; 1996-98 – systemisation; 1998-2000 – capitalisation for practical results. Outcomes were recognised as being indisputably political: social and cultural cohesion with impacts on cultural pluralism and the quality of life. It was noted that solutions had been found for specific conservation problems; legislative and administrative reforms had been introduced, with new methods of management; new methodologies had been adopted; vocational exchanges had taken place and partnerships effected; public participation had been enabled; international co-operation had been fostered; arguments had been developed; and government recognition had been achieved and maintained. It was acknowledged that the results of the programme were “not quantifiable as a whole and cannot be reduced to statistics”. It should be evaluated rather in terms of its overall strategy and its meeting of objectives.<sup>9</sup>

The evaluation which was carried out in 2010 involved questionnaires to the steering committee delegates (CDPATEP), beneficiaries of the programme and experts, coming to conclusions similar to those of the earlier investigation: that the results obtained are not quantifiable; that it must be evaluated in terms of its overall strategy; that it is a catalyst for heritage policy reforms; that it is a means for improving co-operation and dialogue between cultures, and encouraging international exchanges. The broader dimension was again emphasised: “The Programme’s key contribution is political, social and philosophical, in contributing to the strengthening of common principles, in

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7. Constantinides G., “Social and economic aspects of sustainability – Tools for heritage conservation”, BIO/CULTURAL (International Conference on Sustainability in Architectural Cultural Heritage), 2015.

8. Foster J., *Docklands – Cultures in conflict, worlds in collision*, UCL Press, London, 1999, pp. 328-21; Fainstein S., *The city builders*, Lawrence, Kansas, 2001, p. 66.

9. Council of Europe, “Elements for evaluation – Consolidated report” (AT00 150/CCPAT (2000) 125), 2001.

moving forward the perception of cultural heritage and in stimulating new ideas and new shared visions, especially by placing heritage more firmly at the centre of development and revitalisation processes".<sup>10</sup>

In its concluding "Comprehensive report of the Ljubljana Process II", after responsibility for the continuation of the project had been transferred to the individual countries, the RCC considered the programme in terms of its enhancement of regional co-operation; its improvement of professional competencies; its promotion; its methodologies; its secured funding; and its partnerships, concluding that: "By approaching cultural heritage from various angles, it has contributed to its enhancement and adaptation for sustainable contemporary use, while at the same time protecting its multi-layered values".<sup>11</sup> Much the same might be said of the TCCP as a whole. Although detailing secured funding, the RCC did not comment in its final report on direct impacts, leaving discussion of these to the representatives of the London School of Economics and Political Science, which in partnership with the Council of Europe investigated case studies in Bosnia and Herzegovina and Serbia. The published report noted that metrics and data-collection mechanisms had not been put in place at the start of the Ljubljana Process but suggested that in the future it should be possible to "build information-collection mechanisms into future investment projects from the outset", notwithstanding the fact that the Ljubljana Process was indeed a process, rather than a finite programme with a beginning and an end and an associated budget.<sup>12</sup> In a very positive and detailed country-by-country evaluation of the Ljubljana Process, produced by national experts, it has been similarly acknowledged that systematic data collection and analysis will be desirable in the future in order to measure the wider benefits of cultural heritage – the "heritage dividend".<sup>13</sup> But this is not as straightforward in practice as it might appear in theory, since it presupposes the knowledge of a baseline above which subsequent developments (with evaluative mechanisms in place) may be measured, as well as an ability to assign effects to causes when both may be multiple. As noted above, measurement is surely most readily applicable to "economic value" rather than to the evaluation of "cultural value" and, moreover, economic efficiency is not always the most appropriate criterion of performance. We might pay heed to the cautionary evaluation of the evidence of culture's contribution to regeneration carried out for the UK Department of Culture, Media and Sport which found that "measuring the social, economic and environmental impacts attributed to the cultural element in area regeneration is problematic and the 'evidence' is seldom robust". Performance indicators may measure inputs, throughputs and outputs, but not processes or outcomes. An evaluation model is still awaited. For the author of the report, such a model would require the capturing of baseline information and the building of evaluation questions into project assessment, the criteria for success being set by the beneficiaries and participants, but even if this is achieved, much of the assessment is likely to remain in the realm of perceptions and feelings of well-being rather than hard facts.<sup>14</sup>

The search for a solution and a mechanism goes on. As the European Parliament indicated in its major resolution "Towards an integrated approach to cultural heritage for Europe" (2015), funding information is fragmented and more systematically collected statistics are needed, calling for better quality control with indicators for monitoring and evaluating cultural heritage.<sup>15</sup> This does

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10. Council of Europe, "Elements for evaluation", (AT(2010)012) and "Evaluation of the Technical Co-operation and Consultancy Programme", (AT(2010)246), 2010.

11. RCC, *op.cit.*, p. 62.

12. Bartlett et al., *op.cit.*, p. 97.

13. Rikalović and Mikić, *op.cit.*, p. 200.

14. Evans G., "Measure for measure – Evaluating the evidence of culture's contribution to regeneration", *Urban Studies*, 42/5-6, 2005.

15. European Parliament, Resolution of 8 September 2015 towards an integrated approach to cultural heritage for Europe, paragraphs 9 and 33.

not mean that everything is reducible to statistical interrogation and it will be important for those involved to distinguish that which is statistically significant, collectable and meaningful from that which is speculative or contingent. But it would no doubt be possible to assign numerical values to situations: the application of (subjective) measures as used in straightforward risk assessment may provide a model.<sup>16</sup> Such an approach, utilising a matrix of impacts, has been suggested for the evaluation of the activities proposed in the Strategy.<sup>17</sup>

Future evaluations of projects carried out within technical co-operation and consultancy programmes should take note of the successful model provided by the heritage assessments. These were built into the IRPP/SAAH from the beginning, were further developed in the Kyiv Initiative, reaching their final, evolved form in 2012 towards the end of Ljubljana Process II, and subsequently influencing the assessments applied in the COMUS project (Chapters 2-3).<sup>18</sup> These assessments were intended to prompt and inform future actions as well as reflecting upon achievements and difficulties, looking at: sustainable development and cultural heritage as a resource; sustainable tourism; administrative structures and budgets; staff resources and training; rights and responsibilities of the private sector; financial assistance; cultural heritage legal texts and their relationship with other legal texts and policies; inventories and documentation systems; forms of heritage protection; education and awareness-raising mechanisms; rights of religious authorities, minorities and vulnerable groups; and enforcement, sanctions and penal measures. If carried out at the inception and conclusion of projects, with further assessments carried out en route in longer programmes, such considerations could provide the basis for better evaluation. Assessments would not be absolute, few of them being reducible to mere statistics, but as measures of change and improvement they would demonstrate the type and degree of impact achieved. Follow-up missions after the conclusion of projects could be used to ensure that improvements to mechanisms and processes are well understood, fully implemented and sustainable. As noted in the “Guidelines for the European Cultural Heritage Strategy for the 21st century”, appended to the Namur Declaration: “widen the scope of the technical co-operation and consultancy missions of the Council of Europe and make them more permanent in the field” (see Appendix I).

## COLLABORATION

In considering possible future developments alongside the implementation of Strategy 21, it is relevant to consider the impact of the Council of Europe’s Faro Framework Convention on the Value of Cultural Heritage for Society (2005), which represented a reflective and advisory outcome from, *inter alia*, lessons learned during the course of the more wide-ranging of the heritage activities within the Council of Europe, including the investigations of the Technical Co-operation and Consultancy Programme, situating the cultural heritage in its social context, stressing the role of citizens and proposing heritage as a resource. Further ratification of the convention was urged in the Namur Declaration and such encouragement of potential signatories might be viewed alongside the implementation of Strategy 21 as a complementary consideration in planning the work of the TCCP. Three main themes of the convention have been identified: managing cultural diversity, improving the living environment and quality of life, and developing democratic participation.<sup>19</sup> As the Council of Europe actively promotes implementation of the convention, it is notable that one of its particularly innovative notions, the “heritage community” (“people who value specific

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16. For example an assessor might score the seriousness of a risk on a scale of 1-5 and then similarly score the likelihood of that risk occurring, giving an overall total which might then inform the next steps in mitigating the risk.

17. Council of Europe CDCPP(2016)10 part 2, Draft European cultural heritage strategy for the 21st century, Appendix A.

18. Council of Europe, *Guidance on heritage assessment*, Strasbourg, 2005; “Terms of reference of the heritage assessment” (AT(2012)311 fin), 2013.

19. Council of Europe, *Action for a changing society*, Strasbourg, 2013.

aspects of cultural heritage”, Article 2), is “increasingly also recognised by UNESCO”, manifested in the importance given to the “role of community” in the “Kyoto Vision”, adopted at the close of the celebrations of the fortieth anniversary of the World Heritage Convention in 2012.<sup>20</sup>

As the language and concepts of the major international agencies converge, it is increasingly apparent that transnational collaboration is key to the protection of the world’s cultural heritage. Following its adoption of a report and recommendations on “Cultural heritage in crisis and post-crisis situations” (2015), the Parliamentary Assembly of the Council of Europe has urged co-operation with UNESCO, the United Nations, the European Union, ICOMOS and other international bodies in order to produce “guidelines for the protection and reconstruction of damaged or destroyed cultural heritage as part of a broader strategy for preserving cultural identity and diversity in crisis and post-crisis situations”. In their reply, ministers noted that the Technical Co-operation and Consultancy Programme had conducted several projects which have demonstrated the role of heritage in such situations and went on to note the condemnation of deliberate destruction of cultural heritage at the ministerial meeting in Namur – “The Namur Call” – and that the CDCPP (the Council of Europe’s Steering Committee for Culture, Heritage and Landscape) will bear in mind the need for guidelines.<sup>21</sup> Since ICOMOS currently is facilitating a debate on the permissibility and standards for reconstruction of monuments and sites,<sup>22</sup> this may be a theme which further enables a convergence of interests and actions, building upon the already well-established collaborative partnerships between the Council of Europe and other international agencies which were noted by the Committee of Ministers.

In times of straitened economic circumstances, we should avoid unnecessary duplication of activity, so note should be taken not only of potential collaboration with UNESCO and ICOMOS, but also of European Union initiatives, particularly the parliamentary resolution “Towards an integrated approach to cultural heritage for Europe” adopted in 2015. This reaffirmed heritage as one of the four priorities for European Union work on culture in the period 2015-18, calling for the designation of a European Year of Cultural Heritage in 2018.<sup>23</sup> The language and philosophy of this far-ranging document reflect the contemporary heritage orthodoxy which the Council of Europe has done so much to establish, including the reliance on the Granada and Valletta conventions, the need for community involvement and the participation of civil society, and the notion of an integrated approach to the cultural heritage, taking into account cultural, economic, social, historical, educational, environmental and scientific components. Having collaborated very successfully with the European Commission on the RPSEE, on the Kyiv Initiative and on COMUS, there is an opportunity occasioned by this initiative of the European Parliament together with the Council of Europe’s Strategy 21 (which the European Union is invited to join) for further collaboration, building on the well-established synergy achieved through shared interests and joint experiences in the use of cultural heritage as a resource in the pursuit of wider democratic and social objectives.

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20. Jokilehto J., “Reconstruction in the World Heritage context”, 2013, available at <https://engagingconservationyork.files.wordpress.com>, accessed 18 November 2017.

21. Council of Europe Parliamentary Assembly, “Cultural heritage in crisis and post-crisis situations”, Report, Doc. 13758, 2015; Recommendation 2071, 2015; Reply to Recommendation 2071, Doc. 13946, 2016.

22. Jokilehto, *op.cit.*

23. European Parliament, *op.cit.*, paragraph 3.c.

## STRATEGY 21

The newly launched Strategy 21 endorses a holistic approach to cultural heritage, situating itself as the heir to a tradition of reflection, sharing and co-operation which has been strengthened over the last forty years: “cultural heritage, in all its components, is a key factor for the refocusing of our societies on the basis of dialogue between cultures, respect for identities and diversity, and a feeling of belonging to a community of values”. The Strategy for cultural heritage urges a common, pan-European awareness along with harmonious and consistent endeavours.

The Strategy is based on three components: the “social” component which harnesses the assets of heritage in order to promote diversity and the empowerment of heritage communities; the “economic and territorial development” component which seeks to strengthen the contribution of the heritage to sustainable development; and the “knowledge and education” component which focuses on education, research and lifelong training. These components interact and converge. Each one is linked to a series of “challenges”; so, for example, the eight challenges to be faced in the social component include “living in peace”, “improving quality of life” and “promoting an inclusive approach to heritage” (for the full lists, see Appendix II). The eight challenges within the economic and territorial development component include “building a more inclusive and cohesive society”, “developing prosperity” and “increasing the use and re-use of heritage”. Within the knowledge and education component, the eight challenges include “helping to foster a shared knowledge society”, “raising awareness of the values conveyed by heritage” and “enlisting the commitment of young people to heritage”. Recommendations for actions in response to these challenges are then linked with “interfaces”, so, for example, the social component challenge of “improving the quality of life” links with the economic and territorial development challenge of “building a more inclusive and cohesive society”; and the social component challenge of “promoting an inclusive approach to heritage” links with the knowledge and education challenge of “raising awareness of the values conveyed by heritage”. Possible courses of action are then proposed, for example organising discovery visits and events and increasing awareness of digital means of heritage promotion. So we now have, set out in considerable detail, something which is essentially a comprehensive checklist of proposals arising from challenges identified within each component, with potential target audiences suggested and examples of relevant actions already carried out. This constitutes an excellent basis for the future planning of proposed activities in helping in the identification of potential outcomes and in assessment both en route and upon completion. The lists will also provide the basis for the identification of indicators through which the achievement of projects might be better assessed, so long as the information-capture mechanisms are built into projects from their inception. As the contributors to this book show, the recommendations of Strategy 21 may readily be cross-referred to the outcomes of projects discussed in Chapters 2-4: these are recommendations rooted in the reality of experiences gained over many years on the scope and impact of cultural heritage, fundamental in facing societal challenges and manifested not least in the work carried out through the Technical Co-operation and Consultancy Programme.



## Chapter 2

# Technical Co-operation and Consultancy Programme: monuments and sites

*Robert Pickard*

### BRIEF SUMMARY OF PAST ACHIEVEMENTS

During the early stages of the Technical Co-operation and Consultancy Programme (TCCP), assistance on a technical basis was provided for restoration or other actions at a limited number of monuments and sites, for example the stained glass windows of Krakow Cathedral (Poland, 1991), the monumental complex of Bois du Cazier (Belgium, 1991), the floor of Valletta Cathedral (Malta, 1993).<sup>24</sup> Following the revision of the TCCP in the 1990s and the creation of the Council of Europe's Directorate of Culture and Cultural and Natural Heritage in 2003, the programme of technical assistance was reviewed to reflect the new emphasis on cultural heritage as a factor of social and economic sustainable development, and also to acknowledge the major political and economic changes that had occurred in central and eastern Europe, which expanded the number of member states and resulted in an increased number of applications for assistance.<sup>25</sup> This resulted in a new focus on the value of heritage in contemporary society including its potential role for promoting understanding, tolerance and conflict prevention in order to consolidate the stability and development of democratic, peaceful and free civil societies, as well as economic and social dimensions including the revitalisation of communities and not simply the technical aspects of conservation, restoration and rehabilitation. Subsequent actions on monuments and sites were therefore focused on capacity building to create an integrated cross-sectoral approach through shared responsibilities and partnerships among central and local authorities, public and private stakeholders, with greater roles for community groups and NGOs, as well as regional co-operation mechanisms for information exchange and co-ordination of activities. Actions were largely delivered through the Regional Programme for Cultural and Natural Heritage in South-East Europe (RPSEE) (2003-14) and its component parts through rehabilitation projects and capacity-building activities, co-funded by the Council of Europe and European Commission. This methodology has been transferred and utilised in other post-conflict situations elsewhere in Europe.

24. Document AT(2015)400, "Technical Co-operation and Consultancy Programme related to the integrated conservation of the cultural and natural heritage", Strasbourg, 12 October 2015.

25. Document GR-C (2003) 27, "Technical Co-operation and Consultancy Programme related to the integrated conservation of the cultural heritage: Regional Programme for Cultural and Natural Heritage of South-East Europe", Information note prepared by the Directorate of Culture and Cultural and Natural Heritage (DGIV), 22 September 2003.



The main achievements have been the following:<sup>26</sup>

- ▶ New management tools and executive bodies have been created and integrated into the administrative procedures of participating states to improve the implementation of activities concerning monuments and sites and to integrate them within national development and tourism strategies by project and site management and project marketing activities.
- ▶ Improved legal and policy mechanisms have been established, including updating legislation to European standards and introducing specific guidelines on rehabilitation of monuments and sites and integrated processes between planning and heritage as assessed through heritage assessment reports (HARs), action plans and subsequent monitoring.
- ▶ Regional co-operation frameworks have been enhanced by establishing permanent co-operation arrangements between countries, creating a shared responsibility for sustaining monuments and sites between different levels of authorities and civil society.
- ▶ Awareness of cultural diversity has been increased, contributing to post-war reconciliation processes, through communities being drawn together by using rehabilitation projects to serve wider educational and social purposes.
- ▶ Awareness has been increased concerning specific sites of historic, architectural and archaeological significance at risk, resulting in their becoming focal points for rehabilitation activities.
- ▶ Rehabilitation methodology has become institutionalised using prioritised intervention lists (PILs) and preliminary technical assessments (PTAs), including global cost estimates to assist subsequent feasibility studies and business plans and, through these, enabling applications for funding.
- ▶ The built heritage is being rehabilitated following national and international promotion and funding and subsequent monitoring of rehabilitation works. The first PIL in 2004 identified 160 monuments and sites: 22 in Albania; 20 in Bosnia and Herzegovina; 15 in Bulgaria; 18 in Croatia; 25 in Kosovo\*; 17 in “the former Yugoslav Republic of Macedonia”; 10 in Montenegro; 16 in Romania; and 17 in Serbia. Following subsequent PILs in 2008 and 2012 the Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage (IRPP/ SAAH) methodology has allowed work on 220 monuments and sites considered as priorities by the countries. More than 80% of them have benefited from funds generated under the impetus of the joint European Commission/Council of Europe programme.
- ▶ Professional competencies have been improved through various training initiatives in relation to conservation, restoration and rehabilitation project management, business planning and fund-raising among national and local state institutions, private companies, agencies, professional associations and NGOs, with an increase in the number of local experts capable of transferring new knowledge and skills to local services.
- ▶ Databases are being created and regularly updated for training opportunities in the field of conservation, rehabilitation and heritage management.
- ▶ Significant funding for rehabilitation, training and promotional activities has been acquired from various sources. For example, in the period 2011-13, €40 789 485 of funding was provided for rehabilitation projects including from national and local sources (14.7%), the EU (43.5%), non-EU sources including the US Ambassador Fund, a Japanese donation, private donors, etc. (41.8%).

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26. Adapted from Document TFCS (2011) 09, “Ljubljana Process II General reference framework document”, September 2011; RCC, op.cit.; and Rikalović and Mikić, op.cit.; and Bartlett et al., op.cit.

- ▶ A significant number of Council of Europe publications and guidelines were produced to support capacity building in legal and policy issues, integrated approaches, sustainable development, heritage management, conservation, restoration and rehabilitation techniques and projects, and more directly concerning the wider benefits of the rehabilitation process, the impact of rehabilitation initiatives for monuments and sites from national perspectives and a comprehensive review of the progress of work on rehabilitating monuments and sites (in printed and electronic editions).<sup>27</sup> These contributions to the visibility of rehabilitation projects have been accompanied by numerous other mechanisms and initiatives (see “Action taken”, below).
- ▶ Evidence was provided of the wider benefits of investment in monuments and sites including employment and job creation, increased numbers of tourist visitors and visitor spending, local business growth both directly in terms of local contractors for rehabilitation works and indirectly via other economic development activity through local retailers and hospitality establishments and the selling of local crafts and produce. There is evidence that between 60-80% of the total rehabilitation budget for implemented projects has been invested in local businesses and services.
- ▶ Regional governance has been improved and follow-up structures established. A comprehensive follow-up mechanism was established to assess the state of progress and ensure the efficient operation of the rehabilitation initiatives. Initially this was led by the Council of Europe Secretariat, but following a conference of ministers from South-East Europe responsible for culture (2009) and ministerial statements (2009 and 2010) new governance principles were consolidated and institutionalised. These principles assigned responsibility at the regional and national levels in 2011 through the Regional Co-operation Council (RCC) and the Regional Task Force for Culture and Society (TFCS), with project co-ordinators and a national task force in each country. This enhancement of governance at the national and regional level was further supported by the Council of Europe through an International Experts Pool. There is also evidence that the Council of Europe rehabilitation methodology has been extended to local municipal authorities.<sup>28</sup>
- ▶ Monitoring and evaluation mechanisms were introduced and established to study the progress in improving legal, policy and institutional management of the architectural and archaeological heritage, and allowing specific recommendations and guidelines to be formulated to support stakeholders, develop partnerships, mobilise funding and sustain the process of rehabilitating monuments and sites after the end of the programme initiative.

27. See for example: Bold J., *Guidance on heritage assessment*, Council of Europe Publishing, September 2005; Pickard R. (ed.), *Analysis and reform of cultural heritage policies in South East Europe*, Council of Europe Publishing, January 2008; Pickard R. (ed.), *Integrated management tools in South East Europe*, Council of Europe Publishing, January 2008; Pickard R. (ed.), *Sustainable development strategies in South East Europe*, Council of Europe Publishing, September 2008; Pickard R., *Funding the architectural heritage – A guide to policies and examples*, Council of Europe Publishing, 2009; Pickard R. (ed.), *Guidance on the development of legislation and administrative systems in the field of cultural heritage*, 2nd ed., Council of Europe Publishing, January 2011; Rikalović and Mikić, op.cit.; Bartlett et al., op.cit.; Bold and Cherry, op.cit.

28. During a meeting of the Network for Local Economic Development – Standing Conference of Municipalities and Cities of Serbia (December 2014) more than 80 participants coming from different local governments were introduced to the Council of Europe rehabilitation methodology, adapted to the local heritage context as standardised tools that could help municipal services manage their heritage resources and provide financing of those projects. See [www.kreativnaekonomija.com/en/2015/12/19/handbook-cultural-heritage-creative-industries/](http://www.kreativnaekonomija.com/en/2015/12/19/handbook-cultural-heritage-creative-industries/), accessed 19 November 2017.

## AIMS AND APPROACHES OF THE PROGRAMME

The RPSEE, carried out in the period 2003 to 2014, followed the traumatic and often violent changes associated with the breakdown of communism in the Balkan states. During the wars in this region, historic buildings had been targeted as representative of opposing cultures, ethnicities or religious beliefs. Even after the conflicts had finished, threats to cultural heritage remained, as the emerging multi-party democracies, in transition to developing market economies, paid little attention to cultural heritage, which was often seen as an obstacle to development. In response, the Council of Europe and the European Commission provided support through cultural heritage programmes and policies in the region, with the object of encouraging professionals to adopt European standards of good practice in heritage management, sustainable repair practices and the use of traditional crafts. These objectives formed part of a larger goal of realising the potential for heritage to build bridges between peoples and foster reconciliation and cultural diversity, as well as to highlight its role as a catalyst for economic development, something that could bring tangible benefits to local communities.

The RPSEE constituted a co-operation framework at international and South-East European regional level involving Albania, Bosnia and Herzegovina, Bulgaria, Croatia, “the former Yugoslav Republic of Macedonia”, Romania, Serbia and Montenegro, and Kosovo\*. It emphasised the notion of local development as a concept, identifying the diversity of the territories as a source of vitality and value, with the aim of implementing sustainable approaches to the development of heritage, making connections between countries, opening up the region to the rest of Europe and advocating integrated approaches to conservation, planning and development issues. The RPSEE focused mainly on post-conflict challenges and development processes, placing particular importance on issues related to the multiple cultures and religions of the Balkans and on long-term reconciliation between individuals and communities as a necessary precondition for setting up solid and sustainable regional co-operation. It took a transnational approach, encouraging the global exchange of expertise and experience between neighbouring countries facing similar situations in the protection, conservation, rehabilitation and enhancement of cultural and natural heritage. It was developed in accordance with the spirit and letter of the Council of Europe conventions of Granada (architectural heritage, 1985),<sup>29</sup> Valletta (archaeological heritage, 1992),<sup>30</sup> Florence (landscape, 2000)<sup>31</sup> and Faro (the value of cultural heritage for society, 2005),<sup>32</sup> as well as in light of the “Guiding principles for sustainable spatial development of the European continent” (2000).<sup>33</sup>

The programme had three components. In the context of monuments and sites, two of these are relevant. The main focus was through Component B, the IRPP/SAAH (from 2003 and its continuation through the Ljubljana Process in two phases between 2008 and 2014),<sup>34</sup> which was implemented jointly by the Council of Europe and the European Commission (Directorate-General for Education

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29. Convention for the Protection of the Architectural Heritage of Europe, ETS No. 121.

30. European Convention on the Protection of the Archaeological Heritage (Revised), ETS No. 143.

31. European Landscape Convention, ETS No. 176.

32. Council of Europe Framework Convention on the Value of Cultural Heritage for Society, ETS No. 199.

33. Adopted at the 12th Session of CEMAT held in Hanover in 2000.

34. The Ljubljana Process (Phase I: Funding heritage rehabilitation in South-East Europe; Phase II: Rehabilitating our common heritage).

and Culture, initially through the Culture 2000 programme)<sup>35</sup> and was directed at testing and implementing a heritage management tool based on the identification of priority interventions and the drawing up of integrated rehabilitation projects, targeting the social and economic potential of the monuments and sites. While the IRPP/SAAH centred on technical aspects (PILs, PTAs, feasibility studies) through which some sites received funding, it was recognised that additional action was needed to transform them into attractive cultural assets. Building on this, Phase I of the Ljubljana Process (Funding heritage rehabilitation in South-East Europe) was a development from the IRPP/SAAH. It was aimed at mobilising and assisting cross-sector institutions and social stakeholders to develop monument and site rehabilitation projects that could be connected closely with their social and economic environments in order to secure external funding and investment. The introductory brochure presented 26 consolidated projects selected from 186 priority monuments and sites as eligible for future investment, as proposed by national authorities and endorsed by the local population. Their rehabilitation was considered to have the potential for far-reaching effects in relation to economic revival and long-term local growth, particularly by encouraging tourism.

Following this first phase, the Ljubljana Process was galvanised by the statement issued by the Ministers of Culture of South-East Europe in Ljubljana (2009)<sup>36</sup> when they proposed the Regional Co-operation Council (RCC; launched in 2008<sup>37</sup> as the successor to the Stability Pact for South-East Europe) as a key partner in facilitating rehabilitation processes for cultural heritage sites in the region. A further ministerial statement confirmed a strong commitment to pursuing cultural heritage rehabilitation in South-East Europe after 2010.<sup>38</sup> The RCC, supported by the Council of Europe and the European Commission, was given the responsibility for managing the second phase of the Ljubljana Process in the period 2011-2014. It established a Task Force on Culture and Society (RCC/TFCS) to oversee technical management and work towards the transfer of the Ljubljana Process to regional ownership. This was supported financially by the Instrument for Pre-Accession (IPA) programme which included an institutional capacity-building component. This was also the purpose of Component A of the RPSEE, the Institutional Capacity Building Plan (ICBP), engaged particularly during the second phase of the Ljubljana Process in dealing with legal and institutional reforms, adoption of policies and strategies, elaboration of project management tools and professional training.

The main body in charge of implementing the ICBP, the Council of Europe's Legislative Support Task Force (CAL), was made up of a group of international experts, who provided assistance on legal, policy and institutional reform through the organisation of seminars, workshops, technical exchanges, co-operation missions and other awareness-raising measures, as well as the training of specialists within RPSEE and other countries. In order to respond to the common challenges faced

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35. The co-operation with the European Commission through the joint programme commenced in 2003 through a first phase "Survey of the cultural heritage situation in the Balkans region" (completed in December 2003) and was developed through funded support in a further five phases (IRPP/SAAH 2, 2004-6: €550 000; IRPP/SAAH 3, 2005-7: €360 000; IRPP/SAAH 4, 2006-8: €400 000; IRPP/SAAH 5, (including the launch of the Ljubljana Process in 2008) 2007-9: €600 000 through the Culture 2000 Programme; Ljubljana Process II 2011-14: €500 042 through the DG-EAC and DG-ELARG, IPA Multi Beneficiary Programme. See: [www.jp.coe.int/CEAD/JP/](http://www.jp.coe.int/CEAD/JP/), accessed 19 November 2017; [http://ec.europa.eu/europeaid/how/evaluation/evaluation\\_reports/reports/2012/1311-final-report-vol4-120928-final\\_en.pdf](http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2012/1311-final-report-vol4-120928-final_en.pdf), accessed 19 November 2017.

36. Ministerial statement of the Ljubljana Process on the rehabilitation of cultural heritage of South-East European beneficiaries for the implementation of the next phase of the Ljubljana Process, issued by the Ministers responsible for Culture from South-East European member states at the Ministerial Conference, "Rehabilitating our common heritage", Ljubljana, Slovenia, 6 and 7 November 2009.

37. The Regional Co-operation Council (RCC) was officially launched at the meeting of the Ministers of Foreign Affairs of the South-East European Cooperation Process (SEEC) in Sofia, on 27 February 2008.

38. Ministerial statement on the implementation of the Ljubljana Process II: Rehabilitating our common heritage (Council of Ministers, Cetinje, Montenegro, 23 and 24 April 2010).

by participating countries, a series of international seminars was organised on particular issues including legal reform in the field of cultural heritage (Sofia, 2004), integrated management tools for cultural heritage (Bucharest, 2005) and the enhancement of the cultural and natural heritage as a factor for sustainable development (Belgrade, 2006). National reports produced by the countries and discussed at the seminars were based partly on information derived from the IRPP/SAAH which this initial work of the CAL was intended to support. Although the review of the state of heritage policies and the operational conclusions on legal reform highlighted many differences between the participating countries, there was general consensus in favour of an improved methodology for the protection and management of cultural heritage towards a more inclusive and integrated approach which recognised the value of the heritage in society. The concept of sustainable development and the contribution of rehabilitated heritage sites in this sphere was a new consideration, although the wider benefits of heritage regeneration had been recognised in principle from the earliest stages of the programme.

One of the key issues to emerge from the field actions of the IRPP/SAAH and the Ljubljana Process was the inconsistency in the legislative and regulatory regimes for cultural heritage, planning, development and environmental control, and the inadequate integration between the different systems. Investment in the cultural heritage of monuments and sites had been given a low priority. Principles enshrined in the regulations and official guidelines were often not fully understood by the officials and local experts who operated them, demonstrating the need for training to achieve the objective of sustaining the monuments and sites. Building capacity in this area was therefore directed at achieving wider benefits, including the cross-fertilisation of ideas among staff in different ministries and agencies and better co-operation and co-ordination between them.

After an initial examination of capacities carried out as part of Phase I of the Ljubljana Process it was concluded that a more in-depth heritage assessment analysis was required<sup>39</sup> in order to provide a precise picture of heritage policy in each country, identifying the actions that would be necessary to improve the situation and make sure that the Ljubljana Process would be adequately institutionalised and integrated into the working practice and procedures of the relevant authorities. Following the launch of Ljubljana Process II in 2011 with its new operational framework under the RCC/TFCS, an Expert Pool was set up to provide support and political back-up to ensure the institutionalisation of the process, including training and mentoring, as well as monitoring and evaluation. A needs assessment conducted by the Expert Pool in 2012 identified a number of priority actions that would be needed in order to realise the full potential of the programme, to win and maintain political support and gain credibility among potential funders and investors. These included a new heritage assessment tool, a training/project management strategy on the use of the technical assessment documents, training in business planning and fund-raising, and an impact assessment of the wider benefits to societies of heritage-led rehabilitation projects.

Action was taken also through two emergency action projects in Kosovo\* which were connected to the IRPP/SAAH: emergency action through the Reconstruction Implementation Commission for Serbian Orthodox Religious Sites in Kosovo\* (RIC) (2004-11), followed by the Support to the Promotion of Cultural Diversity in Kosovo\* programme (PCDK) (in two phases, 2004-15). These actions helped to develop capacity in Kosovo\* for the rehabilitation of heritage sites and monuments, guiding competent authorities in the implementation of different cultural heritage management tools in accordance with the framework of the Ljubljana Process. The methodology and tools of the IRPP/SAAH/Ljubljana Process, as trialled in South-East Europe, have also been utilised elsewhere and have

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39. See Document AT (2012)311fin, 11 January 2013, Ljubljana Process II – Rehabilitating our common heritage: Experts Pool – Terms of reference of the heritage assessment.

potential for transference to other situations. Evidence to this effect can be provided by specific actions for particular sites and monuments that have taken place, such as through the Council of Europe's response to the Russian-Georgian conflict in August 2008,<sup>40</sup> which had the objective of providing the national, local and international authorities with detailed plans and strategies for guiding reconstruction and rehabilitation processes based on the IRPP/SAAH methodology.

## METHODOLOGY

The IRPP/SAAH/Ljubljana Process had a well-defined methodology.<sup>41</sup> An assessment report on the immovable heritage, a "Survey of the architectural and archaeological heritage", was prepared for each country, and completed in December 2003, coinciding with the launching of the joint Council of Europe and European Commission programme.

Following this, each of the countries established a prioritised intervention list (PIL), including significant heritage sites considered to be in urgent need of conservation, restoration and/or rehabilitation. The PIL, compiled by the project co-ordinator in each of the countries of the RPSEE, identified historic buildings and sites of particular significance to the European heritage that urgently required attention. The first versions prepared in February 2004 provided a snapshot of priorities from a specific standpoint, on the basis of contributions prepared by local partners. After March 2004, some of the initial lists were revised (in response to an unbalanced representation of monuments and sites of different cultural origin) and the lists were further updated through the course of the IRPP/SAAH/Ljubljana Process, notably in 2008 and 2012. The PIL formed the basis for developing PTAs and subsequently feasibility studies and business plans were utilised to further assist in the elaboration of rehabilitation projects. In tandem, the heritage assessment undertaken in the early stages was refocused within the final phase of the Ljubljana Process to identify actions within heritage policy and management required to ensure the integration of methodologies into the working practices and procedures of the relevant authorities.

The two main phases within the methodology utilised in the IRPP/SAAH/Ljubljana Process were the assessment and selection of priorities and the elaboration of rehabilitation projects.

### Assessment and selection of priorities

This was achieved through two actions. Firstly, the heritage assessment report (HAR) provided an overview of the architectural and archaeological heritage in each country, prepared in collaboration with authorities at the national and/or regional level. It examined issues in relation to administrative systems and integration within different spheres (heritage, planning, construction, etc.), strategies for sustainable development and tourism, management structures and institutional issues, staff resources and skills development, the control of works to heritage assets (conservation, restoration, rehabilitation, etc.) and beneficial use issues, financial assistance measures and the use of inventories (including the assessment of the condition or vulnerability of monuments and sites and the desirable priority actions). The HAR also examined public awareness, consultation and education, and the significance of heritage to people of differing identities and religions. HARs had been a component of the IRPP/SAAH from its inception but they were given significantly greater weight and focus from 2012. Indeed, a second version, developed by the CAL, was developed on the premise that it would

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40. Post-Conflict Actions for the social and economic revitalisation of the communities and the cultural environment in the municipality of Gori (PIAG), Georgia.

41. See further: Bold, *op.cit.*, 2005; and Document TFCS (2011) 09 "Ljubljana Process II – General reference framework document", September 2011.

play a key role in identifying both national and regional needs and enhance awareness of the role of heritage assets in rehabilitation and sustainable development, with subsequent monitoring allowing the reports to be kept under review. A series of workshops was held over 2012-13 to assist in the preparation of new format reports and an action plan developed for monitoring purposes, identifying actions to improve procedures, with indicators allowing for regular updating.<sup>42</sup>

Secondly, prioritisation was achieved through PILs of the buildings and sites of high significance in each of the South-East European countries with particular regard to important national and/or regional heritage assets considered to be in urgent need of conservation and/or restoration. It was closely connected to the HAR and identified various types of monuments and sites, including examples of the religious heritage of all denominations. The PILs also took account of ensembles and single monuments from all eras, thus acknowledging the fact that the architectural and archaeological heritage is a historic continuum of local, regional and national value, as well as international significance. In drawing up the PIL, experts in each country were required to consult all possible stakeholders from different fields of expertise and institutions, in order to ensure a degree of national consensus on the final lists.

### **Elaboration of rehabilitation projects**

This was enabled through three processes – PTA, feasibility study and business plan – each supported by various guiding documents, workshops and other training initiatives. The PTA of each building and site on the PIL describes the background of the project, its technical status and requirements for its rehabilitation, including broad cost estimates for each phase of proposed intervention, from initial conservation to full rehabilitation. Some of the issues of the PIL are repeated, but the PTA allows further elaboration. It was designed to ensure a consistent approach across countries and project types, presenting methodological guidelines for technical activity. This analysis was a crucial operational tool in the process of attracting potential donors. The PTAs were supported by checklists for the technical descriptions of the main aspects of buildings, ensembles and archaeological sites, together with a checklist of indicative threats.

The feasibility study sets out the viability of the proposed rehabilitation project. It describes the three key components of heritage rehabilitation – assessing the significance of the building or site, the degree of vulnerability and risk, and the viability of the proposed project – and outlines the ways in which competing demands will be reconciled. The feasibility study is a continuation and expansion of themes identified in the PIL and developed in the PTA, but capable of standing alone as an autonomous document. The feasibility study was to be regarded as a problem-solving analysis of what needed to be done in order to enable a commissioning body to reach an agreed destination and achieve an agreed outcome.

The business plan provides a clear, realistic and practical blueprint for future management of the monument or site, and demonstrates how the goals will be achieved within clearly defined resource constraints. While the feasibility study is about the viability of rehabilitation, the business plan deals with business growth and sustainability. In some circumstances the feasibility study/business plan may be combined. The business plan provides the basis for negotiation with potential funding bodies, other potential stakeholders and partners. It is the key document in the whole process, designed to convince the potential investor(s) that the project is worthwhile and sustainable, and that the investment will be secure and beneficial.

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42. Each country was required to establish a Heritage Assessment Inter-ministerial Drafting Group as part of the Project Board of the National Task Force, co-ordinated by the Project Co-ordinator.

## ACTION TAKEN

### Actions by the Council of Europe's International Expert Pool

To support the methodology and the embedding of the IRPP/SAAH/Ljubljana Process various actions have taken place over the whole period of the RPSEE, although information is more readily available for the period of the Ljubljana Process.

The Council of Europe, as a partner in the joint programme with the European Commission,<sup>43</sup> was responsible for the following:

- ▶ It was responsible for managing the European Commission/Council of Europe financial contribution to the Ljubljana Process.
- ▶ It set up and managed the International Expert Pool in order to provide adequate and timely support for the secretariat and the national task forces.
- ▶ It oversaw the implementation and the development of the IRPP/SAAH methodology through the Ljubljana Process, through actions initiated through the International Expert Pool.
- ▶ It carried out a needs assessment: to assist in the political sustainability of the Ljubljana Process, identifying priority actions to develop the potential of the programme and to assist in gaining political support and credibility among funders and investors. It identified the need for standards for financial management, project monitoring and fund-raising. It developed a heritage assessment strategy and institutional capacity-building actions, with strategies for training and project management, fund-raising and business planning, political support, communications and impact assessment. Expert workshops were held in 2012 on political components, political sustainability, data collection and impact assessment.

Further actions followed:

- ▶ Heritage assessment: the refocused HAR was delivered through a series of workshops and updating meetings between 2012 and 2014, first through an explanatory workshop for all of the nine countries and, subsequently, with protocols for monitoring and updating for the six countries that committed to the process: Albania, Bosnia and Herzegovina, Croatia, Montenegro, Serbia and "the former Yugoslav Republic of Macedonia".
- ▶ Training/project management strategy: this included workshops and training activities, including training in the field (with an eye to PTA/feasibility study/business plan methodologies); sustainable management and intervention in sites (sustainable repair and integrated conservation, professional needs and understanding); addressing the limited standard of craft skills; best-practice techniques and site demonstrations in relation to PIL sites, mapping competencies and professional and craft accreditation (techniques to initiate the process and sharing of skills and experiences); and developing associated academic, educational and craft skills training through accreditation processes and field-based training, project monitoring, and data collection.
- ▶ Training in business planning and fund-raising: this focused on fund-raising and project monitoring, with a pilot dimension for experimentation and training with the objective of developing techniques to raise money and attract investment for heritage rehabilitation projects. The Council of Europe organised seven fund-raising workshops (2013-14) in Albania, Bosnia and Herzegovina, Croatia, Kosovo\*, Montenegro, Serbia and "the former Yugoslav Republic of Macedonia". Training was focused on local professionals using local case studies/flagship projects and included the training of trainers (regional experts).

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43. DG-ELARG, IPA Multi-Beneficiary Programme.



- ▶ Impact assessment: through a partnership between the Council of Europe and the London School of Economics and Political Science, a framework for identifying relevant indicators and measuring economic and social impacts from the Ljubljana Process was developed (2013-14). Its implementation through a research study on the effects of investments in monuments and sites in Bosnia and Herzegovina and Serbia culminated in the publication of *The wider benefits of investment in cultural heritage*.<sup>44</sup>
- ▶ Expert pool final evaluation: the members of the international pool finalised their input through the publication of a book, analysing the IRPP/SAAH/Ljubljana Process since its inception in 2003, showing how the project has helped to unlock the potential of the heritage of South-East Europe and assist in the development of democratic, peaceful and open societies.<sup>45</sup> This complements the findings of an earlier study on the impact of the project by experts from within the region.<sup>46</sup>

Various other workshops and training initiatives were also organised by the RCC and ministries of culture throughout the region on improving legal frameworks, developing documentation for the rehabilitation of particular monuments and sites, management and prioritisation issues, urgent interventions, conservation and restoration techniques, use of traditional materials, rehabilitation and management, feasibility studies, business studies and fund-raising, implementation of IPA projects and identifying the potential for regional cultural tourism using sites on the PIL.<sup>47</sup>

In recognition of the need to raise awareness of the scope and impact of the Ljubljana Process to a wider audience, both the Council of Europe and the RCC have conducted a number of actions to communicate and disseminate its results, objectives, values, methodology, potential and benefits through various mechanisms and initiatives. These have included European Heritage Days, ministerial conferences, statements and events, workshops to promote activities among representatives of local authorities and NGOs from South-East Europe supported by TAIEX,<sup>48</sup> television broadcasts, local heritage seminars, regional tourism events and meetings of tourism expert groups and other international and national conferences, forums, round table events and publications. The use of plaques (placed on or adjacent to monuments and sites) has been especially positive in raising awareness and in developing a sense of local pride and responsibility. Additionally, a significant amount of promotional material was produced through brochures, leaflets and booklets, other promotional and video material, including the Ljubljana Process brochure (2008)<sup>49</sup> highlighting twenty-six consolidated projects, with individual national brochures (2009) detailing the identified priority sites for action in each of the nine countries, produced in English and national languages to promote the funding of rehabilitation works to partners, stakeholders and potential donors and investors.

## Direct actions in relation to monuments and sites

### Concerning the IRPP/SAAH/Ljubljana Process

The full extent of the direct actions on monuments and sites during the RPSEE has not been fully collated. However, it has been identified that since the first PIL in 2004, which included 160 monuments and sites, the IRPP/SAAH methodology has allowed work on 220 monuments and sites considered as

44. Bartlett, op.cit.

45. Bold and Cherry, op.cit.

46. Rikalović and Mikić, op.cit.

47. See Regional Co-operation Council, op.cit.

48. TAIEX is the Technical Assistance and Information Exchange instrument of the European Commission.

49. Entitled "The Ljubljana Process – Funding heritage rehabilitation in South East Europe: a Joint Action of the European Commission and the Council of Europe".

priorities by the countries. More than 80% of them have benefited from funds generated under the impetus of the joint Council of Europe/European Commission programme. During the final phase of the Ljubljana Process the European Commission provided funding for “Preserving and restoring cultural heritage in the Western Balkans” (€2.8 million) and also for “Sustaining the rehabilitation of cultural heritage in the Western Balkans” (€0.5 million) through four lines of activities:

- ▶ urgent intervention or consolidation works to avoid irreversible deterioration of monuments and sites while the technical process for elaborating the rehabilitation project and raising funds was being carried out (Activity 1);
- ▶ preliminary investigations to assess the options for the rehabilitation of monuments and sites and complete a feasibility study with firmly supported findings and accurate estimates, identifying the most viable options for rehabilitation (Activity 2);
- ▶ preparation of project design for tendering and for building permits, enabling projects with secured funds to complete the tender design phase and enter the work phase (Activity 3);
- ▶ preparation of site management plans with relevant training to sustain the rehabilitation projects with increased capacities and ensure the sites’ management after funds were secured (Activity 4) (Figure 1).

**Figure 1: Mehmed Pasha Hammam, Prizren, Kosovo\***



This 16th century hammam was placed on the PIL for Kosovo\* and successfully generated investments for total rehabilitation and restoration of the monument with secured funding of €150 000 from UNESCO and €13 550 for site management with relevant training under “Activity 4”.

Source: Robert Pickard.

The RCC's *Comprehensive report on the Ljubljana Process II* (2014) noted that the updated PIL of 2012 comprised 107 sites, with a further 71 sites on monitoring lists across all nine countries involved in the project. It is not possible here to list all the monuments and sites that have been identified on PILs at various stages of the project or benefited from the IRRP/SAAH methodology over the whole period of the RPSEE (2003-14), but some brief examples of projects from each of the countries involved that have been assisted by this methodology and have been funded may be identified:

- ▶ Albania: conservation, restoration and rehabilitation (for museum use) of the 14th century Monastery of St Mary and landscaping of the archaeological site of Apollonia, Fier (funding in 2013: EU €700 000, national contribution €80 000) (Figure 2);
- ▶ Bosnia and Herzegovina: conservation, restoration and stabilisation work and consolidation of the ground and drainage system for the Old Jewish Cemetery, Sarajevo (entered on the PIL in 2004, PTA in 2005, works completed 2015) (Figure 3);
- ▶ Bulgaria: rehabilitation and preservation works to the 1st century Roman Armira Villa, near Ivaylovgrad, Haskovo Province (funded by EU pre-accession funds and after 2007 with regional grants from the EC Regional Development Fund; works completed 2013) (Figure 4);
- ▶ Croatia: restoration and rehabilitation of the Jusuf Mašković Han in Vrana (one of the first sites to be entered on the PIL in 2004, funding of €2.5 million, completed 2014) (Figure 5);
- ▶ Kosovo\*: preliminary archaeological investigations and urgent interventions in relation to the Cathedral ruins at the Fortress of Gumnishte, Novo Brdo (Kosovo\* monitoring list 2012: funding for sustaining rehabilitation during the final phase of Ljubljana Process by EU in two grants of €5 490 and €7 260);
- ▶ Montenegro: repairs to the external fabric of the former French Embassy, Cetinje, and subsequent funding for urgent interior works, a museum project plan and architectural research to enhance public awareness of the building's architecture and historic collections (one of the first PIL sites, the PTA and feasibility study resulted in funding of the initial works of EU €44 000 and subsequent works for three activities of €7 967, €29 417 and €6 000; completed 2014) (Figure 6);
- ▶ Romania: consolidation and restoration works and preservation and restoration of 14th-century wall paintings in the Evangelic Fortified Church in Drăușeni (entered on PIL in 2008, following the PTA works were implemented between 2009-12 with total funding of €1 869 281 from the Romanian National Programme of Restoration) (Figure 7);
- ▶ Serbia: rehabilitation of the grain-grinding (Suvača) dray mill in Kikinda as part of the National Museum of Kikinda (PTA prepared in 2012, followed by a feasibility study and business plan; funding EU €13 000, national contribution €2 190) (Figure 8);
- ▶ "The former Yugoslav Republic of Macedonia": restoration of the Church of St George in Staro Nagorichane and rehabilitation of the adjacent abandoned old school as a small ethnological museum and information point for visitors (funding in 2013: EU € 1 166 000, national contribution €256 000) (Figure 9).

**Figure 2: Archaeological remains of the ancient city of Apollonia, Albania**



**Figure 3: The Old Jewish Cemetery, Sarajevo, Bosnia and Herzegovina**



This site generated investments from various sources including the Federal Ministry for Culture and Sport, the Tourist Association of Sarajevo Canton, the Jewish Community of Sarajevo, the Cantonal Institute for the Protection of Monuments and the US Ambassador's Fund for Cultural Preservation.

**Figure 4: The Armira Roman Villa near Ivaylovgrad, Bulgaria**



This site received funding of €300 000 through the European Union's Instrument for Pre-Accession.

**Figure 5: The Jusuf Mašković Han near Vrana, Croatia**



This site, which dates from 1644-45, was a caravanserai providing secure facilities for travelling merchants.

**Figure 6: The former French Embassy, Cetinje, Montenegro**



This monument was constructed in 1910, designed by the French architect Paul Gaudet.

**Figure 7: Evangelic Fortified Church in Draușeni, Brașov County, Romania**



This 13th century Saxon church within an irregular enclosure at the top of a village street was fortified in the 15th century.

**Figure 8: Suvača Dray Mill, Kikinda, Serbia**



Urgent interventions on the roof and drainage system, as well as the wooden mechanism, were implemented by the National Museum of Kikinda. Research by the Republic Institute for the Protection of Cultural Monuments enabled the stabilising of the structure and the use of authentic materials, so maintaining the characteristics of the monument.

**Figure 9: The medieval Church of St George, Staro Nagorichane, “the former Yugoslav Republic of Macedonia”:** the opening of project works



Source: Robert Pickard.

## Concerning the emergency action in Kosovo\* for significantly damaged Serbian Orthodox churches

Three joint technical assessment missions were organised by the Council of Europe and the European Commission from May to July 2004, resulting in the publication of an overall technical assessment report on 35 sites and two further, more detailed reports (including damage assessment on each site). On the basis of the reports, a priority list was established with cost estimates and detailed proposals for urgent intervention and conservation/reconstruction measures. Protective interventions were completed for the Church of the Birth of the Holy Virgin at Softe/Softovic (Ferizaj/Uroševac) (2006); reconstruction works were completed for the Church of Sts Florus and Laurus (Lipjan/Lipljan) (2006), the Church of St Kyriake (Bërnjak/Brnjaca, Rahovec/Orahovac) (2006), the Church of St Andrew (Podujevë/Podujevo) (2008) and the Church of Sts Peter and Paul (Istog/Istok) (2008), and further works were programmed for most sites from 2009.<sup>50</sup> The whole process was funded primarily from the budget of the Government of Kosovo\*. When the mandate of the RIC came to an end, in 2011, some 70% of the planned reconstruction had been completed.<sup>51</sup>

## Concerning the “Post-conflict actions for the social and economic revitalisation of the communities and the cultural environment in the municipality of Gori, Georgia (PIAG)”

Following action initiated by the Council of Europe<sup>52</sup> to undertake a PTA and feasibility study, followed by a business plan, developed from the IRPP/SAAH methodology, a project was implemented for emergency stabilisation works to the Nikozi Monastery complex, including preliminary onsite works, a new roof, consolidation and stabilisation of the structure, and archaeological works. This ensured the stabilisation of the building, prevented further deterioration and prepared the ground for further rehabilitation works for the Episcopal Palace and the monastery and for fund-raising activities to support other works.<sup>53</sup> This was the first international project implemented in Nikozi; it also served to draw the attention of local authorities and the public to the problems of the monastery.

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50. See [https://issuu.com/councilofeurope/docs/ric\\_for\\_serbian\\_orthodox\\_religious\\_sites\\_in\\_kosovo](https://issuu.com/councilofeurope/docs/ric_for_serbian_orthodox_religious_sites_in_kosovo), accessed 19 November 2017.

51. Dimitris A. Moschopoulos, former Head of the Liaison Office of Greece in Kosovo\* and former EU Facilitator for the Protection of the Religious and Cultural Heritage of the Serbian Orthodox Church in Kosovo\*, “Serbian Orthodox cultural heritage in Kosovo\* – A brief status report”, available at [www.peacefare.net/wp-content/uploads/2015/10/Status-Report-on-Heritage-Sites-in-Kosovo.pdf](http://www.peacefare.net/wp-content/uploads/2015/10/Status-Report-on-Heritage-Sites-in-Kosovo.pdf), accessed 19 November 2017.

52. Post-Conflict Actions in Georgia (PIAG): [www.coe.int/en/web/culture-and-heritage/piag](http://www.coe.int/en/web/culture-and-heritage/piag); “Political statement – Interministerial Commission for the Post-Conflict Immediate Actions for the social and economic revitalisation of the communities and cultural environment in the municipality of Gori (Georgia)”, available at <https://rm.coe.int/16806a2371>, accessed 19 November 2017; Document AT(2008)386: Assessment Mission on the situation of the cultural heritage in the conflict zone in Georgia, Technical Assessment Report, Report prepared by David Johnson, 20 October 2008.

53. In April 2009, a Georgia Arts and Culture Centre project for Emergency Stabilisation of the Episcopal Palace of the Nikozi Monastery Complex was approved by the committee of the Cultural Emergency Response Programme of the Prince Claus Fund: “Emergency stabilisation of the Episcopal Palace (9th-10th c) of the Nikozi Monastery Complex (5th-18th c)”, available at [www.gaccgeorgia.org/CultHeritage/Nikoz.html](http://www.gaccgeorgia.org/CultHeritage/Nikoz.html), accessed 17 November 2017.

## SUMMARY OF PRINCIPAL RESULTS<sup>54</sup>

### Political

The Council of Europe's recent programmes for supporting rehabilitation of monuments and sites have made a key political contribution to the strengthening of the organisation's core common principles (human rights and the rule of law, democratic stability, cultural identity, social cohesion, good governance and sustainable development), moving forward the perception of cultural heritage and stimulating new ideas, especially by placing heritage more firmly at the centre of development and revitalisation processes.

The joint programme with the European Commission has had a significant role in promoting democratic stability and peace in the Western Balkans, supporting the participation of the involved countries in the European Union's Stabilisation and Association Process. It has had an important political, economic and social dimension by contributing to mutual openness, shared values and reconciliation. The development of projects and promotion of intercultural dialogue has contributed to cultural diversity and the development of good neighbourly relations. Regional co-operation has also helped the south-east region to make its voice heard in a broader European context, facilitating closer association and integration with the European Union.

The political, methodological and practical management of the Ljubljana Process has led to the fostering of networking, regional co-operation and permanent dialogue. The project has been notably successful in gaining wide political support across the region and in encouraging an enhanced recognition of the fundamental significance of the cultural heritage in each of the participating countries, with a greater sense of national responsibility for its protection. It has also helped improve co-operation within and between ministries of culture within different countries and between ministries responsible for connected fields (spatial planning, construction, economic and sustainable development, environmental protection, tourism). It has provided an impetus to both cross-border and regional developments, and the engagement of civil society.

This national political commitment has been fundamental to gaining the financial and procedural support of the European Union and the European Parliament and in influencing the development of the European Commission and Council of Europe joint programmes.

The project has served also as a model for further European Commission/Council of Europe initiatives in the countries of the South Caucasus/Black Sea (see Chapter 3). For example, the Kyiv Initiative Regional Programme on the Rehabilitation of Cultural Heritage in Historic Towns (2009–11) adopted the concepts of "priority intervention town" and "preliminary technical file" as part of the process of developing urban rehabilitation initiatives including the identification of historic buildings for rehabilitation. This initial activity has been developed subsequently through the COMUS (Community-Led Urban Strategies in Historic Towns) project, a joint Council of Europe/European Union initiative arranged through the second Eastern Partnership Culture Programme (January 2015 to June 2017). This sought to stimulate social and economic development by enhancing cultural heritage in nine historic towns in Armenia, Belarus, Georgia, the Republic of Moldova and Ukraine.

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54. See also: [www.coe.int/en/web/culture-and-heritage/see](http://www.coe.int/en/web/culture-and-heritage/see), Document AT(2011)032: The Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage (IRPP/SAAH): Lessons learned history: Sustaining heritage: Review of the IRPP/SAAH, 2 February 2011; Bold J., "Sustaining heritage in South-East Europe – Working with the Council of Europe, 2003–10", *The Historic Environment, Policy & Practice*, Vol. 4, No. 1, April 2013, pp. 75–86; Bold and Cherry, op.cit.

## Institutional

One of the key components of the RPSEE, and a key objective of the Ljubljana Process, has been to assist institutional capacity building in order to utilise the massive potential of the historic environment for sustainable economic and social development. In order to fully exploit the rehabilitation approach to cultural heritage, the Ljubljana Process has supported the improvement of professional competencies and institutional capacities through a significant number of workshops and training events and by the formation of a Regional Experts Pool of relevant expertise in different fields related to monument and site heritage rehabilitation, and has helped to increase the mobility of experts within the South-East European region.

The adoption and widespread institutionalisation of the European heritage conventions and the systematic IRPP/SAAH and Ljubljana Process methodology within the countries, with improved legal frameworks and heritage management practices, has enabled national authorities to develop structured approaches towards the identification of buildings and sites at risk. It has also helped to enable reasoned, costed proposals for rehabilitation actions and to secure funding. There are numerous examples of the methodology being used in individual funding applications. This has necessarily greatly increased the information available on individual sites and has had a direct impact on the development of databases based on Council of Europe documentation standards and on project management strategies for the long-term implementation of proposals.

There has also been much progress in developing new co-ordination and management structures to run rehabilitation projects throughout the south-east region. Success stories include Senjski Rudnik and Bac (Serbia) where foundations have been set up to co-ordinate fund-raising; Apollonia Archaeological Park (Albania) which is now run by an administration and co-ordination office created by the ministry of tourism; and Vrana (Croatia), now managed by an agency set up by the municipality.

## Social

With reference to the recommendations of the Council of Europe's European Cultural Heritage Strategy for the 21st century,<sup>55</sup> actions on monuments and sites have had significant social effects, as evidenced, in particular, by the research conducted on the wider benefits of investment in cultural heritage, as follows by:

- ▶ actively involving citizens/local communities in surveys for evaluation of the benefits of heritage rehabilitation (cf. Recommendation S1: Encourage the involvement of citizens and local authorities in capitalising on their everyday heritage);
- ▶ improving accessibility of monuments and sites through road improvements to rehabilitated projects, by installing explanatory boards, promoting the cultural heritage sites through local social networks (e.g. Lepenski Vir and Felix Romuliana, Serbia) and by heritage experiences, such as the organisation of camps at the Jajce ensemble in Bosnia and Herzegovina, where young people have been taught how to restore sites by the NGO Cultural Heritage without Borders (cf. Recommendation S2: Make heritage more accessible);
- ▶ transmitting the idea of using monuments and sites of cultural value as integral parts of the common cultural heritage of Europe, as advocated by the European Cultural Convention and the Faro Convention (cf. Recommendation S3: Use heritage to assert and transmit the fundamental values of Europe and European society);

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<sup>55</sup>. See Appendix II for a full list of the recommendations in three categories.



- ▶ demonstrating a shared responsibility and common approach to the sustainable use and preservation of heritage based on respect for cultural diversity and intercultural dialogue; rehabilitation also has played a major role in the maintenance of peaceful and democratic societies (cf. Recommendations S4: Promote heritage as a meeting place and vehicle for intercultural dialogue, peace and tolerance; and S9: Support intergenerational and intercultural projects to promote heritage);
- ▶ strengthening local government and civil society participation, and improving co-operation between them by reviving the heritage and utilising it for local economic development: for example, local cultural heritage forums were established in seven municipalities around Kosovo\* to select municipalities to participate in the rehabilitation initiative programme; the Standing Conference of Municipalities and Cities of Serbia organised a meeting to apply the Council of Europe rehabilitation methodology in a local heritage context as a standardised tool to help municipal services manage their heritage resources and finance projects (cf. Recommendations S4: Promote heritage as a meeting place and vehicle for intercultural dialogue, peace and tolerance; S5: Assess citizen participation practices and procedures; S6: Create a suitable framework to enable local authorities and communities to take action to promote and manage their heritage; S7: Develop and promote participatory heritage identification programmes; S8: Encourage heritage rehabilitation initiatives by local communities and authorities; and S10: Facilitate and encourage (public and private) partnerships in cultural heritage promotion and conservation projects);
- ▶ encouraging public-private partnerships through the action plans for the heritage assessment reports; examples include: in “the former Yugoslav Republic of Macedonia” and in Albania, concession agreements have allowed for the possibility of public-private partnership; and in Bosnia and Herzegovina technical documentation for the first phase of work to stop and arrest decay was used to apply for public/private funding (cf. Recommendation S10: Facilitate and encourage (public and private) partnerships in cultural heritage promotion and conservation projects).

## Economic and territorial development

With reference to the recommendations of the Council of Europe’s European Cultural Heritage Strategy for the 21st century, actions on monuments and sites have had positive economic and territorial impacts:

- ▶ The rehabilitation project has been centred on using heritage as a resource for development and has facilitated significant financial investment, as is evidenced by the Council of Europe publication *Heritage for development in South-East Europe*, written by local experts in the engaged countries (cf. Recommendation D1: Promote cultural heritage as a resource and facilitate financial investment).
- ▶ More than 35 workshops and training initiatives have taken place to enhance professional competencies in heritage rehabilitation activities and traditional craft skills and materials during the final phase of the Ljubljana Process, involving approximately 500 professionals (cf. Recommendations D2: Support and promote the heritage sector as a means of creating jobs and business opportunities; and D3: Promote heritage skills and professionals).
- ▶ The heritage assessment and connected action plans reviewed the extent of integration between cultural heritage, spatial planning, construction, development, infrastructure projects and environmental/natural heritage protection and encouraged action for rehabilitation and re-use of heritage resources including updating legislation and providing guidelines for this purpose (cf. Recommendations D4: Produce heritage impact studies for rehabilitation,

construction, development and infrastructure projects; D5: Encourage the re-use of heritage; and D6: Ensure that heritage is taken into account in spatial, environmental and energy development policies).

- ▶ The heritage assessment identified key actions for the development of action plans and guidelines for sustainable exploitation of the cultural heritage for tourism purposes, priority lists of heritage assets with cultural tourism development and investment potential and in relation to the development of tourism infrastructure and branding (cf. Recommendation D7: Give consideration to heritage in sustainable tourism development policies).
- ▶ Rehabilitation projects have utilised new technologies, for example preliminary investigations for the Summer Residence of King Aleksandar Karađorđević, Han Pijesak, Bosnia and Herzegovina included mechanical and geo-technical investigations using non-invasive methods, and preliminary archaeological investigations at the Cathedral ruins of the Fortress of Gumnishte, Artane/Novo Brdo, Kosovo\*, utilised remote-sensing techniques and radio carbon dating (cf. Recommendation D8: Protect, restore and enhance heritage, making greater use of new technologies).
- ▶ A variety of presentation techniques has been utilised during the course of the rehabilitation programme including presentation of projects to attract funding at the international cultural trade fair in Venice (Salone dei beni e delle attività culturali, 2005 and 2006); another good example is the project My Bosnia and Herzegovina – My heritage, led by the Commission to Preserve National Monuments in co-operation with the ministries responsible for education and culture, local authorities, primary school principals, teachers and students (cf. Recommendation D9: Use innovative techniques to present cultural heritage to the public, while preserving its integrity).
- ▶ The RPSEE and the rehabilitation initiative for monuments and sites have been centred on international and transfrontier co-operation in order to preserve and enhance the distinctive heritage of communities, maintaining cultural diversity and identity (cf. Recommendation D10: Use the cultural heritage as a means of giving the region a distinctive character and making it more attractive and better known).
- ▶ The published research on the wider benefits of investment in monuments in South-East Europe identified the types of information that are necessary to carry out a robust evaluation of the benefits of investing, both direct and indirect, and emphasised approaches for building information-collection systems for future investment projects (cf. Recommendation D11: Develop new management models to ensure that heritage benefits from the economic spinoffs that it generates).

## Knowledge and education

With reference to the recommendations of the Council of Europe's European Cultural Heritage Strategy for the 21st century, actions on monuments and sites have had positive knowledge and educational impacts:

- ▶ The heritage assessment identified a number of activities stimulating heritage education in school curricula; for example, the Strategy for the Preservation, Protection and Sustainable Economic Exploitation of the Cultural Heritage of the Republic of Croatia (2011-15) identified the importance of co-ordinated educational programmes in primary school curricula aimed at raising awareness of the value of the heritage (cf. Recommendation K1: Incorporate heritage education more effectively in school curricula).

- ▶ The commitment of young people to practise heritage has been encouraged, for example by the creation of internships for Masters students at the Raymond Lemaire International Centre for Conservation (RLICC), Katholieke Universiteit Leuven, Belgium, as project assistants to develop the IRRP/SAAH methodology and prepare and carry out site evaluation missions (cf. Recommendation K2: Implement measures to encourage young people to practise heritage).
- ▶ To encourage a heritage audience for the rehabilitation actions, various promotional events have taken place, for example through the promotional visit of the RCC/TFCS Secretariat at the main events organised by the Ministry of Culture and Information Society in Sremski Karlovci, an urban ensemble on Serbia's monitoring list of sites, as part of the European Heritage Days initiative (cf. Recommendation K3: Encourage creativity to capture the attention of the heritage audience).
- ▶ A number of training events have been organised on different aspects of the IRPP/SAAH methodology including heritage assessment workshops involving non-heritage professionals from the tourism sector, environmental protection and spatial planning and also in relation to professional and craft accreditation (techniques to initiate the process and sharing of skills and experiences). The creation of a regional expert pool has highlighted the creation of a comprehensive regional database of experts working in various fields relevant to cultural heritage rehabilitation and education (cf. Recommendations K4: Provide optimum training for non-professional players and for professionals from other sectors with a connection to heritage; K5: Diversify training systems for heritage professionals; K6: Develop knowledge banks on local and traditional materials, techniques and know-how; K7: Ensure that the knowledge and skills involved in heritage trades are passed on; K8: Guarantee the competencies of professionals working on the listed heritage).
- ▶ Various research activities and publications have supported the rehabilitation initiative, including research on national heritage systems, the extent of integrated methodologies in the region, guidance on funding the architectural heritage, guidance on heritage assessment and research on the wider benefits of investing in cultural heritage in South-East Europe (cf. Recommendation K9: Develop study and research programmes that reflect the needs of the heritage sector and share the findings).
- ▶ Through the IRPP/SAAH/Ljubljana Process the Council of Europe has helped to create networks of partners and develop professional networks to find solutions to common problems on a transnational basis (cf. Recommendation K10: Encourage and support the development of networks).
- ▶ The programme for the rehabilitation of monuments and sites has required the safeguarding and enhancement of different cultural manifestations and identities, their diversity and their common foundations, and enabled the growth of mutual knowledge, understanding and respect for the qualities and cultures of others (cf. Recommendation K11: Explore heritage as a source of knowledge and inspiration).

## Site significance

The prioritised intervention list of 2012 and the accompanying monitoring list, featuring projects from the previous phases of the IRPP/SAAH, together with a selection of new sites, have identified buildings and sites of high significance in each of the South-East European participant countries with particular regard to their urgent need for conservation, restoration and/or rehabilitation. The attention given to individual buildings and sites has increased their visibility and encouraged the recognition of their potential social and economic value. Television broadcasts, promotional videos and films, and other promotional material, together with the attention directed towards the project

during European Heritage Days and at individual sites through the award and display of Council of Europe/European Commission plaques, have also drawn attention, not only to the individual significance of the sites, but also to the overall purpose and impacts of the project, and, by extension, to the fundamental importance of cultural heritage to society as a whole.

The shift from the monument-centric practices of the past, in which the preservation of the monument or site was seen as an end in itself, towards a view of the monument as a stimulus for a wider rehabilitation, in line with the Faro Convention and other recent international recommendations, has engendered a significant change in attitudes and operations. The IRPP/SAAH/Ljubljana Process has introduced structured approaches to the identification of significant monuments and sites; it has increased the amount and accessibility of available data; and it has improved the visibility of sites, thereby enhancing the understanding of their significance among the wider public, and leading to the outstanding heritage of monuments and sites in South-East Europe becoming better and more widely known.



## Chapter 3

# Technical Co-operation and Consultancy Programme: historic towns

*Bernard Bouzou*

### BRIEF SUMMARY OF PAST ACHIEVEMENTS

The Technical Co-operation and Consultancy Programme (TCCP) produced its first report in 1977 on the historical quarter of the Münsterberg at Breisach-am-Rhein, Germany, a historic quarter regarded as “a special case of integrated conservation” which required a new town-planning scheme to take greater account of the characteristics of the densely built ancient town. Subsequent investigations in Oldenburg, Germany (1980), Toledo, Spain (1981), Evora, Portugal (1984) and Guimaraes, Portugal (1985) were devoted to the problems of historic town centres.<sup>56</sup> Over 30 projects related to historic towns and urban rehabilitation were conducted up to 2004,<sup>57</sup> with a broad change in operations from 1998 as a result of a major intervention in Georgia (1997-2001). Further work in the South Caucasus involving Armenia, Azerbaijan and Georgia (2003-2005) and the STAGE project (Support for Transition in the Arts and Culture in Greater Europe 2001-05)<sup>58</sup> led to two other initiatives: the Kyiv Initiative<sup>59</sup> in 2009-12 (Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns) and the COMUS project in 2015-17 (Community-Led Urban Strategies in Historic Towns).

The first intervention in Georgia, following a request from the government, began with the development of a Specific Action Plan with the aim of providing technical support to a foundation, the FUND for the Preservation of Georgian Heritage (FUNDPGH), which had been created to protect and enhance key components of the country’s national heritage. This objective was linked to the notion that the acknowledgement of common cultural assets by the population as a whole would foster national cohesion in the wake of the events of the civil war in 1992. The mission entrusted to the Council of Europe covered several areas of activity: implementation of a passport system for the various monuments, provision of assistance for the rehabilitation of isolated monuments, legislative assistance on heritage protection (provided by the Legislative Support Task Force – CAL), and the provision of technical assistance for the protection and enhancement of historic town

56. Bold and Cherry, *op.cit.*, 2016, pp. 17-25.

57. Roth C. (ed.), *Guidance on urban rehabilitation*, Technical Co-operation and Consultancy Programme, Council of Europe Publishing, October 2004.

58. Council of Europe, *Council of Europe – 2005 Activity report*, Council of Europe Publishing, pp. 89-90.

59. The Kyiv Initiative is a potentially confusing designation: it is the term for an initiative begun in 2005-06 for democratic development through culture in Armenia, Azerbaijan, Georgia, the Republic of Moldova and Ukraine on a range of issues (heritage management, financing and promoting culture, restructuring the cinema industry, cultural heritage rehabilitation, etc.), and is also the term for the developed version of one of those themes, carried out in 2009-12, the Pilot Project on the Rehabilitation of the Cultural Heritage in Historic Towns, described in this chapter.

centres. For this last aspect, the Pilot Project for Tbilisi (1998-2001)<sup>60</sup> focused on the oldest part of the city, surrounded by ramparts and corresponding more or less to the original medieval city (see Figure 10). The project also was directed, *inter alia*, towards furthering the debate on “rehabilitation of housing in historic centres as a factor for heritage enhancement, social cohesion and economic development”, a subject prompted initially by a request for technical assistance from the city of Lisbon in 1997 on urban rehabilitation which culminated in the publication of a guidance book on the urban rehabilitation process in 2004.<sup>61</sup>

**Figure 10: Old Tbilisi, Georgia**



The Old Tbilisi historic district is located on each side of the Kura River and is dominated by Mount Mtatsminda and the Narikara fortress. Its historic urban fabric comprises an eclectic architecture, mainly dating from the 19th century, but includes buildings and structures from the 5th to the 20th century. *Source:* Robert Pickard.

For the Tbilisi project, a team of four Georgian architects created a systematic site register based on individual plots which included the specific heritage aspects (dating, morphology of built components, characteristic architectural features, iconography), the level of conservation and alteration of the buildings, and their current use. The methods of surveying and recording were refined during the process and a computerised database created, including a “Cultural Heritage Identity Card”.<sup>62</sup> Following an assessment of the heritage value of all the recorded buildings, sites were selected for potential sectoral rehabilitation projects that could generate an urban rehabilitation process on a larger scale.

60. Council of Europe, *Urban rehabilitation policy in Tbilisi (Georgia)/Etat de la réhabilitation urbaine de Tbilissi (Géorgie)*, Council of Europe Publishing, July 2002.

61. Roth, *op. cit.*, 2004..

62. Khimshiashvili K., “Old Tbilisi, Georgia”, in Pickard R. (ed.), *Management of historic centres*, Spon Press, London and New York, 2001.

This work, carried out with the assistance of the Council of Europe, led to the involvement of numerous experts, both those supporting the process and those specialising in specific technical fields (rehabilitation methods, housing policy, etc.), all of whom benefited from the experience gained by the experts who had contributed to the “Lisbon debate” (on urban rehabilitation). Alongside the establishment of a register, a number of aspects of the functioning of the historic city were identified (public spaces, facilities, traffic, services), as well as the identification of related economic and social problems. The Ministry of Culture, which carried out this activity, informed the Ministry of Housing and Public Works of its progress, as well as the municipal services involved. Information was also communicated through exhibitions and public visits to buildings in the course of the field work made it possible to gauge the level of public attachment to the heritage assets of the historic city. This work, with the support of the Council of Europe, was extended to include some of the information in the urban development plan for the City of Tbilisi, covering the whole of the historic city, including the districts dating from the 19th century, resulting in a heritage archive document comprising 12 000 buildings, and providing a model for other towns and cities, such as Batumi in particular.

In the second intervention in the South Caucasus, work began in Armenia in 2003-04. A fact-finding mission was conducted by the Council of Europe’s Technical Support Task Force (set up following a number of workshops concerning the Lisbon debate in 2001 to strengthen the TCCP’s management processes). The task force proposed initiating work on enhancing and developing historic towns at three pilot sites: Ashtarak, Goris and Gyumri. The project began with a series of workshops involving three ministries (town planning, environment and cultural heritage) and the elected representatives and municipal services in each of these towns with the objective of redefining the respective role of each partner in the decentralisation process initiated by the Armenian Government and devising a common policy for the protection and enhancement of historic towns, taking into account the features specific to Armenia.

The project was directed at the promotion of an urban development concept based on heritage resources, thereby overcoming the traditional conflict between protection and development. Consequently the work focused on a broad heritage concept, extending beyond monuments. In this perspective, heritage is seen as an essential support for the evolution of the city. This position was accompanied by a reflection on the operational methods to be implemented within the framework of an urban project based on heritage enhancement.

This initiative was confirmed and developed as part of the Institutional Capacity Building and Management of Historic Cities STAGE project within the Regional Programme for Cultural and Natural Heritage in the South Caucasus, as a preliminary action before the Kyiv Initiative for democratic development through culture in Armenia, Azerbaijan, Georgia, Republic of Moldova and Ukraine was initiated in 2005 as a means to assist countries in addressing the challenges of post-Soviet transition.<sup>63</sup> This programme focused on themes that united and characterised the participating countries through a series of projects designed to encourage cross-border collaboration. In turn, one of the components of the Kyiv Initiative involved a more extensive project on historic towns – the Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns, jointly implemented by the Council of Europe and the European Commission (2009-12), with subsequent joint action through the COMUS project in 2015-17, both of which are reviewed in this chapter. The pilot project comprised 45 towns, selected for their cultural and natural richness. The heritage-led approach to

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63. Council of Europe, “Programme of the new regional and transversal project of cultural co-operation (Kyiv Initiative)”, Ministers’ Deputies/Rapporteur Groups, GR-C, Rapporteur Group on Education, Culture, Sport, Youth and Environment, GR-C(2006)26, 7 September 2006 available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016805d797d>, accessed 17 November 2017.



urban development implemented through this project looked at ways of reinvesting in urbanity, by identifying targeted interventions on the historic heritage in degraded areas. This process focused particularly on: enhancing available heritage resources; managing existing constraints and pressures; introducing public debate in the decision-making process; making the best of the existing urban fabric to foster a different kind of modernity.<sup>64</sup>

The COMUS project (2015-17),<sup>65</sup> was developed from guidelines inherited from the Kyiv Initiative Pilot Project and also from other projects related to heritage implemented by the Council of Europe, as well as other projects funded by the European Commission. This joint project with the EU, funded through the Eastern Partnership Culture Programme II, with a total budget of €4.95 million,<sup>66</sup> involves nine pilot towns which, with the exception of Mstislavl (Belarus), were involved in the earlier Kyiv Initiative project. COMUS has sought to further stimulate social and economic development through enhancing cultural heritage in historic towns with a particular emphasis on the active engagement of society at all levels: community-based engagement involving project implementation units, local stakeholder groups, as well as municipalities and national authorities.

The main achievements in the last twenty years of TCCP involvement in historic towns have been the following:

- ▶ A link has been created through the Lisbon debate between heritage and urban territory, laying the foundations for a change of direction in the heritage approach, going beyond the integrated conservation ambitions set out in the Granada Convention (1985)<sup>67</sup> by making urban heritage the subject and medium for an urban development project, and subsequently influencing initial interventions in the South Caucasus and the later Kyiv Initiative and COMUS projects.

By focusing on the issue of habitat, reflections in the context of the Lisbon debate have largely contributed to transforming intervention strategies, in terms of protection and enhancement of historic centres.

Two consequences of this are that:

- all the urban components of the historic centres represent a heritage value and a resource to create the city of tomorrow;
  - priority action vis-à-vis housing is recognised as a means of enhancing heritage value closely linked to social concerns (the consideration of cultural and generational differences, participation of inhabitants in the future of their neighbourhood, definition of local services, etc.).
- ▶ The first steps were taken towards creating a Technical Support Task Force (2001). The subsequent publication of *Guidance on urban rehabilitation* (2004) confirmed the change taking place in the Council of Europe's policy and strategy.

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64. See Council of Europe, "Heritage for a new urbanity: think differently, live differently"/"Le patrimoine pour une nouvelle urbanité: penser autrement, vivre différemment", available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806a3773>, accessed 17 November 2017; and Document KI(2009)002ter: Kyiv Initiative Regional Programme. General reference framework: Pilot Project on Rehabilitating the Cultural Heritage in Historic Towns (PP2): <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806a3774>, accessed 17 November 2017.

65. See Community-Led Urban Strategies in Historic Towns, available at [www.coe.int/en/web/culture-and-heritage/comus-urban-strategies](http://www.coe.int/en/web/culture-and-heritage/comus-urban-strategies), accessed 17 November 2017.

66. See Document Ares(2016)2514896, 31 May 2016, 15th Meeting of the Eastern Partnership, Platform 4: "Contacts between people", 7 June 2016, Implementation report of work programme 2014-17, 5th Progress report – December 2015-June 2016, available at [http://ec.europa.eu/dgs/education\\_culture/repository/education/international-cooperation/documents/eastern-partnership/progress-report-5-eap\\_en.pdf](http://ec.europa.eu/dgs/education_culture/repository/education/international-cooperation/documents/eastern-partnership/progress-report-5-eap_en.pdf), accessed 17 November 2017.

67. Convention for the Protection of the Architectural Heritage of Europe, ETS No. 121.

- ▶ The pilot dimension of the projects made it possible to explore new approaches and methods in matters of direct concern to the public authorities. New forms of governance with cross-sectoral work within the local administration, people-based approaches and community dialogue, and better horizontal and vertical co-ordination has been stimulated through a variety of target-specific activities.
- ▶ The projects have helped to build capacity and brought cultural heritage higher on the political agenda, addressing the needs of public administrations and civil society.
- ▶ The projects have utilised innovative techniques involving the use of digitisation as a tool for collecting data and producing documents, as well as for interpreting them. The development of an information platform has improved capacity in the accumulation of information and its management.
- ▶ Through the Kyiv Initiative, 23 preliminary technical files (PTFs) were developed for towns in the participating countries, forming the basis for further actions through COMUS.
- ▶ Through COMUS, project-based reference plans have been elaborated for nine towns in five countries including preliminary technical assessments (PTAs) of five sites with potential for rehabilitation in each town and feasibility studies for flagship projects, generated with the participation of local and national stakeholders at all stages in order to build a common vision of the future.
- ▶ The projects have resulted in the development of a regional network of professionals and towns. This has enabled the enlargement of the level of exchanges, especially regarding urban situations, by identifying similarities between cases and the characteristics specific to each country in terms both of expertise and legislative frameworks.
- ▶ Many awareness-raising, educational and other communication events and activities have taken place, encouraging community members to become actively involved in the process.
- ▶ The joint Council of Europe and European Union funded programmes of assistance have encouraged cross-border collaboration and co-operation frameworks.

## AIMS AND APPROACHES OF THE PROGRAMMES

### The Kyiv Initiative Pilot Project

In the final evaluation of the STAGE project (Regional Programme for Cultural and Natural Heritage in South Caucasus), reflecting on possible future priority areas for its follow-up, participating countries stressed the importance of local regional planning, the development of the cultural industries sector and cultural tourism, the use of new technologies in the cultural sphere and targeted training of cultural sector workers. These areas were also identified as priorities in the Kyiv Initiative, initiated in 2005 and launched in 2006, which drew on the experience gained from earlier projects involving Armenia, Azerbaijan and Georgia. The Republic of Moldova and Ukraine subsequently joined the Kyiv Initiative.<sup>68</sup> The general objectives pursued by this new programme were the democratisation of public life through the role played by culture (including cultural heritage) in the development of

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68. Belarus was also involved in the Kyiv Initiative, so that it could become part of the Eastern Partnership launched by the European Union in 2009, but it did not take part in the Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns. It subsequently took part in the COMUS project through the second phase of the Eastern Partnership.

society and the development of intercultural dialogue. The programme's entire approach focused on three areas of intervention:

- ▶ incorporating European standards into the approach to urban and heritage matters in each of the partner countries, while respecting their individual diversity;
- ▶ reinforcing their administrative capacities;
- ▶ implementing specific projects carried out at local level.

This led to an extensive programme revolving around four themes:

- ▶ cultural policies: giving consideration to revising legislative frameworks;
- ▶ cultural tourism: with emphasis on the development of cultural routes;
- ▶ culture: devising strategies for cultural funding;
- ▶ heritage: reforming heritage protection and the use of heritage assets (harmonisation of legislation, promoting cultural development in towns, training, etc.).

It was under this last theme that work was carried out from 2009 onwards concerning a large number of towns and cities in the five countries concerned. The objectives set for each of the towns selected for inclusion in the programme were the following:

- ▶ to enhance the heritage resources available;
- ▶ to manage the constraints specific to each town;
- ▶ to initiate public debate as part of the decision-making process;
- ▶ to undertake urban rehabilitation processes by adapting and redeploying existing buildings with the aim of forming a system for responding to the town's development as part of a sustainable development process.

This project was to be conducted in two phases:

- ▶ Phase 1: 2009-11 Pilot Project 2 – Kyiv Initiative Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns;
- ▶ Phase 2: Operational phase – Development of projects and conditions for their implementation.

Phase 1 centred on developing the political and technical conditions, analysing the existing institutional and legal situation, identifying priority intervention towns, and developing, testing and implementing a methodology for reference plans, comprising a PTF for each town involved in the project, an analysis of heritage resources and the urban situation and a synthesis of the main issues at stake including opportunities and potential actions.

Phase 2 was to be directed at priority/pilot heritage sites (complexes, buildings, monuments and sites) identified in the completed reference plan for each town which would be analysed through in-depth technical studies, with a view to devising operational rehabilitation projects.<sup>69</sup>

## COMUS

The Community-Led Urban Strategies in Historic Towns (COMUS) project (1 January 2015 to 30 June 2017) further developed the work of the Kyiv Initiative Pilot Project, focusing on a smaller number of project towns. The aim was to stimulate social and economic development through enhancing cultural heritage in historic towns by:

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69. This phase was not completed in the timescale of the Kyiv Initiative programme but further actions have taken place through the subsequent COMUS project.

- ▶ broadening the concept of heritage as a resource in the context of human rights and democracy;
- ▶ increasing the capacity of local and national authorities in the management of their heritage resources;
- ▶ empowering communities and citizens as the main actors in carrying out their heritage-led development processes.

The project was to be developed through four phases:

- ▶ an inception phase (January-June 2015) for the setting and organisation of political, technical and management conditions; mobilising the different partners, and providing local staff with the necessary skills to use the methodology;
- ▶ a planning phase (July 2015-May 2016) to produce reference plans, outlining the scope of intervention and the identification of priority objectives and intervention actions (urban rehabilitation projects);
- ▶ a project phase (June-December 2016) using the reference plan to determine a short list of priority heritage-led interventions to be carried out and to define two “flagship” pilot heritage rehabilitation projects capable of driving and energising the wider “Community/heritage-led urban strategy”;
- ▶ a consolidation phase (January-June 2017) to assess the results and identify decisions to be taken at the national level to institutionalise the methodology (adaptation of policies and strategies) by demonstrating the benefits of including an urban regeneration and heritage-led approach in development and economic policies and in national priorities.

## METHODOLOGY

### The Kyiv Initiative Pilot Project

The Kyiv Initiative Pilot Project comprised four significant elements: management, heritage assessment, identification of priority towns and the creation of reference plans which were intended to be the fundamental outcome of the project.<sup>70</sup>

1. Political and technical management: national project co-ordinators were appointed within each country to ensure political and technical co-ordination.
2. Heritage assessment reports (HARs): interministerial working groups were set up to identify needs and priorities within cultural heritage, and propose targets for medium- and long-term legal and institutional reforms and the improvement of professional practices. Their drafting of assessment reports was overseen by experts within the Council of Europe’s Legislative Support Task Force.

The HAR reviewed the political, administrative, legal and economic systems within each country. It assessed the current situation of the architectural and archaeological heritage, examining administrative systems, integration within different spheres (heritage, planning, construction), management structures and institutional issues, the control of works to heritage assets (conservation, restoration, rehabilitation), beneficial use issues, financial assistance measures, the use of inventories (including

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70. See Document KI(2012)015, 23 March 2012: Kyiv Initiative Regional Programme: Pilot Project for the Rehabilitation of Cultural Heritage in Historic Towns: Heritage for a new urbanity: think differently, live differently: Activity report 2009-2011.

their use for assessing the condition or vulnerability of monuments and sites, with priority actions), as well as problems and the sanction system.<sup>71</sup>

3. Priority intervention towns: representatives of historic towns were invited to identify possible priority intervention towns. A selection of 45 towns was made following field visits by Council of Europe experts and exchanges with the national administrations, with final choices based on the specific character of the towns and the degree to which they were representative in terms of human and heritage resources which could be mobilised. The following towns were chosen:
- ▶ Armenia: Alaverdi, Ashtarak, Dilijan, Gnishik and Eghegis, Goris, Gyumri (Figure 11), Meghri, Noratus, Oshakan, Vagharshapat (ten towns);
  - ▶ Azerbaijan: Barda, Gazakh, Göygöl, Guba, Ilisu, Lenkaran, Ordubad, Sheki (Figure 12), Shemkir, Zagatala (ten towns);
  - ▶ Georgia: Abastumani, Akhaltsikhe, Borjomi, Chiatura, Dushet, Gori, Mestia, Poti, Telavi, Tskaltubo (ten towns);
  - ▶ Republic of Moldova: Bălți, Cahul, Leova, Orheiul Vechi (Figure 13), Soroca (five towns);
  - ▶ Ukraine: Bilovodsk, Ivano-Frankivsk (Figure 14), Khmilnyk, Lutsk, Medzhybizh, Melitopol, Pryluky, Starokostiantyniv, Vinnitsa, Zhovkva (ten towns).

**Figure 11: Gyumri, Armenia**



Gyumri is the second largest town in the Republic of Armenia, and is located in the central part of the Shirak region, with a history dating back thousands of years. The remaining historic buildings date largely from the 19th and early 20th centuries. *Source:* Robert Pickard.

**Figure 12: Caravanserai, Sheki, Azerbaijan**



Sheki was a centre of traditional crafts from the early 17th to 19th centuries. Merchants and traders from the countries of the Great Silk Way used to gather there, resulting in the construction of caravanserais. Of the five which were active in the 18th and 19th centuries, only two have survived. *Source:* Robert Pickard.

<sup>71</sup>. Guidelines for the heritage assessment report were developed in 2010. These guidelines formed the basis for developing the revised heritage assessment methodology used in the Ljubljana Process from 2012 – see Chapter 2.

**Figure 13: Orheiul Vechi, Republic of Moldova**



A peasant house representing the typical architectural forms from the 19th and 20th centuries is located within the Cultural-Natural Reserve of Orheiul Vechi, which was established in 2008. It includes natural and historic sites in an area of around 6 000 hectares including archaeological sites from the Paleolithic period, ancient hillforts, the remains of two medieval towns, rock-cut hermitages and a number of villages. *Source: Robert Pickard.*

**Figure 14: Town Square, Ivano-Frankivsk, Ukraine**



The city of Ivano-Frankivsk (formerly Stanislav, Stanislawow) was built to one master plan in the second half of the 17th century. There are 564 monuments of local importance and six monuments of national importance, which largely date from the 17th to 19th centuries. *Source: Robert Pickard.*

4. Reference plans: these were to be the crucial documents within this project, providing a methodology for urban and heritage assessment, guiding future actions and proposing an urban development strategy through specific projects. The plan identifies the heritage features of a town or district as a means of implementing an urban dynamic. It is based on the principle that heritage components, understood in the broadest sense, provide a system of resources which can be mobilised as part of a local development project. The process was also aimed at developing a specific approach to urban rehabilitation policy, highlighting the major challenges faced by a town by focusing specifically on the main heritage resources. The main objectives were as follows:
  - ▶ to raise awareness of the value of urban and architectural heritage, of the possibility and interest of adapting it and converting it to suit modern lifestyles, and of the pedagogic value of best-practice interventions, which can have a snowball effect;
  - ▶ to initiate reflection and debate about priorities, with the aim of determining the most relevant and symbolic actions which could be implemented within a three to five year timeframe and helping revitalise, generally and in the long term, endangered historic areas, requiring substantial investment and long-term effort;
  - ▶ to organise a process which is carried out with the involvement of multiple partners (state institutions, local authorities, private operators), as part of the overall action plan;
  - ▶ to encourage synergy among initiatives which are currently dispersed, with a view to carrying out joint actions;
  - ▶ to encourage broad debate with local people about the future of their living environment, so that they become aware of the quality of their historic environment, and to strengthen the role of elected representatives whose job is to manage the future of the town and promote beneficial projects.

Each reference plan is intended to comprise three elements: (1) a PTF, (2) an analysis of the urban situation, and (3) a summary report, defining an urban strategy serving as a guide to future actions.

1. The PTF is essentially an inventory of information enabling a broad overview of the town and its surroundings, comprising three types of data: thematic maps, historical maps and a reference file:

i. The ensemble of thematic maps constitutes an urban atlas of each town, enabling an up-to-date understanding of the current situation:

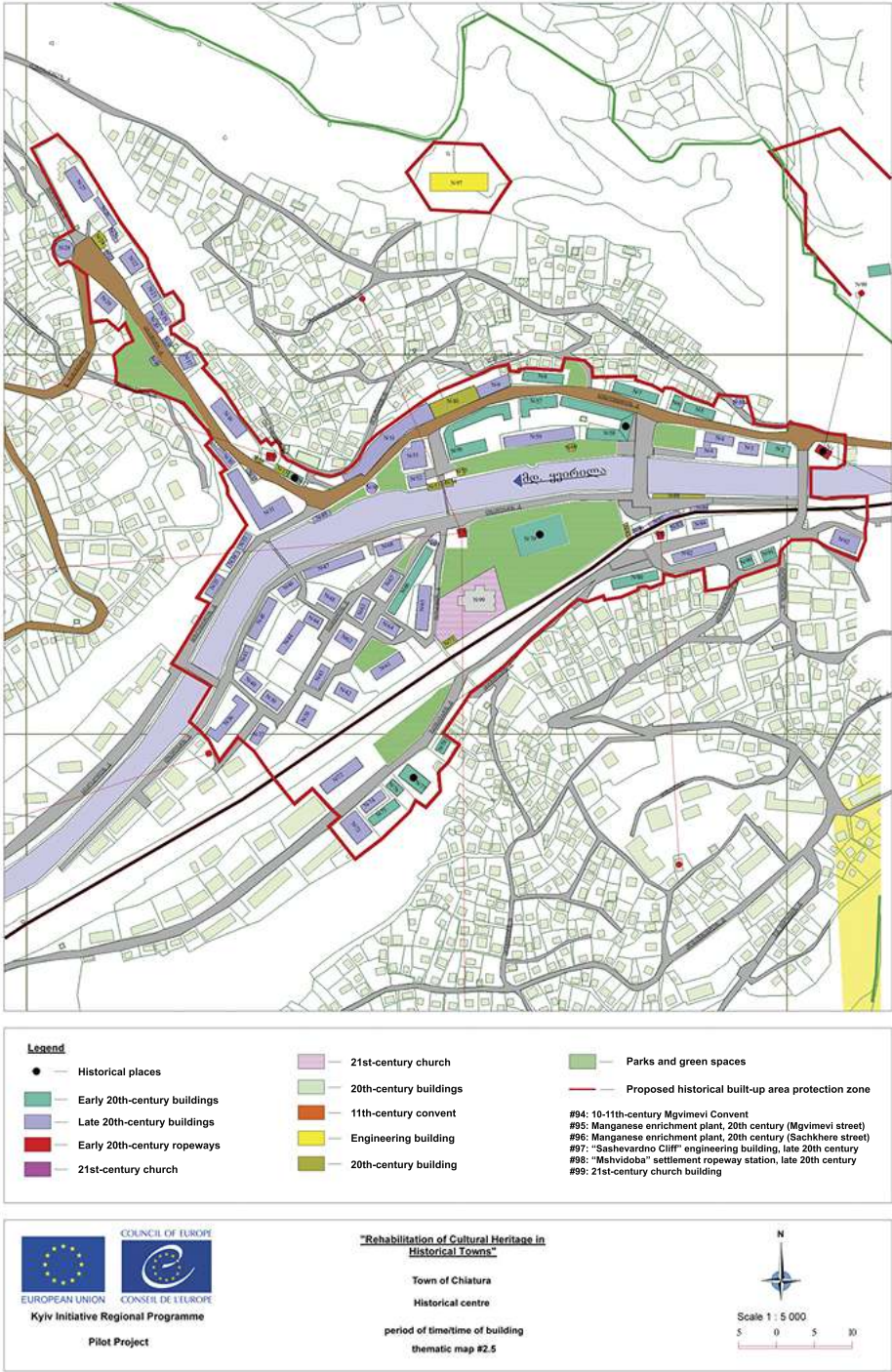
- ▶ the town in its local and national context, including the main geographical components and transport infrastructure;
- ▶ traffic circulation, transport and access to the town, including car parking;
- ▶ the main building functions (residential and otherwise);
- ▶ new buildings, developments and management interventions in the historic centre completed within the last ten years (and where relevant, major projects under consideration);
- ▶ the dates of the principal constructions (time periods/epochs) (Figure 15);
- ▶ the diversity of the built cultural heritage – protected and unprotected buildings of architectural interest and other heritage assets and designated zones;
- ▶ the occupation and ownership of buildings, including empty or partially occupied, and undeveloped sites;
- ▶ the physical state and condition of each building;
- ▶ the characteristics and physical state of public spaces, roads and pavements.

ii. This urban atlas is supplemented by historical maps reflecting each of the important stages in the evolution of the town, enabling a fuller understanding of the urban development.

iii. The reference file allows for an appreciation of the situation in each town and the position of the municipality, taking into account:

- ▶ the main stakeholders and potential partners;
- ▶ the socio-economic situation (demography, equipment, service levels, economic functions);
- ▶ the capacity for action within the municipality;
- ▶ an evaluation of the urban dynamic and the type of demands on land and buildings made in recent years;
- ▶ the state of public services in terms of utilities infrastructure, transport, municipal social services, cultural and leisure facilities;
- ▶ the legislative and institutional situation;
- ▶ the main features representing the cultural heritage (monuments, sites, urban parks, etc., whether protected or not) and its significance or value nationally and locally;
- ▶ the contribution that the heritage could make to the quality of life and to the social and economic prosperity of the town;
- ▶ challenges and opportunities;
- ▶ participation in international co-operative projects (including technical support).

**Figure 15: Preliminary technical file: Chiatura, Georgia: Thematic map 2.5: time periods/ epochs of buildings**



The town dates from the 19th century; its outstanding value lies in its industrial heritage which is associated with manganese deposits.



2. The analysis of the urban situation paralleled the compilation of the PTF. The analysis addresses the urban structure and functions, infrastructure, forms of degradation, social problems, consideration of pressures and constraints, heritage resources (heritage survey/assessment of the character of the town), enabling the building of an initial dossier of main issues.
3. The concluding overview is designed to pinpoint the main issues to be confronted in the rehabilitation process, directing attention towards the resources which could be mobilised and the constraints to be overcome, based on the SWOT (strengths, weaknesses, opportunities and threats) analysis principle.

The main issues identified in the reference plan should give rise to a list of challenges (conversion of buildings and revitalisation of streets/districts, improving the quality of housing, reinforcing the identity of a place, and so on) which should be redefined as objectives. For every key objective or priority, strategic actions must be identified and described in detail (whether they affect the whole town or just part of it, a series of buildings, public spaces or individual monuments) in an operational document (budget, schedule, main partners, etc.).

The reference plan identifies and selects priority actions which are realistic and financially viable, and which can bring about improvements in a town, district or street. It describes the mobilisable resources and conditions for their use in order to tackle the challenges. The reference plan contributes to enriched reflection during the preparation of planning documents implemented in the towns and countries concerned. It highlights key objectives and explains the public action to be taken in the short term. It should be used as a reference and guide by all the institutions and people likely to invest in the town and facilitate the pooling of resources in rehabilitation projects in order to achieve the critical mass required to launch long-term development processes.

## COMUS

Funding from the European Commission for the Kyiv Initiative Pilot Project ended in December 2011, and although the Council of Europe was able to support the project over the first six months of 2012, it effectively came to a standstill after this. However, it remained in the Eastern Partnership documents as one of the priorities within the countries, suggesting that there would be possibilities to obtain funding from the European Commission in subsequent years. This hope was fulfilled through the COMUS project, first discussed in 2013 and launched two years later in Tbilisi in September 2015.

The methodology for COMUS was developed from existing conceptual guidelines inherited from the previous phase of the Kyiv Initiative and from other projects carried out by the Council of Europe and other European partners: the Ljubljana Process (see Chapter 2) and the Heritage as Opportunity (HerO) project (2008-11).<sup>72</sup> Continuing the work from the Kyiv Initiative, the methodology included the updating of heritage assessment reports at national level for the participating countries and a new report for Belarus (which had joined the COMUS initiative, replacing Azerbaijan from the earlier pilot project), and elaborating project-based local reference plans. Much of the groundwork for these had already been done: four of the nine towns (Lutsk, Pryluky and Zhovka in Ukraine and Gyumri in Armenia) chosen to take part in the COMUS project had completed the second part of the first stage of the methodology for the earlier pilot project (an analysis of the urban situation and heritage resources). Three towns – Goris (Armenia), Chiatura and Dusheti (Georgia) – had completed a PTF in the previous project and some work had taken place in Soroca (Republic of Moldova). The other town, Mstislavl (Belarus), had not been involved in the previous project and was starting from the beginning (Figure 16).

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72. The HerO project was funded through the European Commission's URBACT II research programme for thematic networks in association with Heritage Europe (which was formed as the "European Association for Historic Towns and Regions" by the Council of Europe in October 1999 as part of the initiative "Europe – A Common Heritage").

**Figure 16: Mstislavl, Belarus**



The historic centre of Mscislaŭ (Mstislavl) is characterised by low-rise residential buildings together with several landmarks including archaeological sites and religious buildings dating from the 14th to 17th centuries.

The drafting of reference plans was developed through collaboration between municipalities, national support groups, project implementation units and local stakeholder groups based in each town, with the local stakeholder groups participating in the formulation of the plan (a process adopted from the HerO initiative) in order to build a common vision, identifying priority interventions (related to housing, local production, welcoming of visitors, cultural and educational development) which together could trigger sustainable regeneration.

Similarly to the Kyiv Initiative, COMUS prioritised sites for rehabilitation projects and the development of two flagship rehabilitation projects per town in order to mobilise partners and create synergies of means and resources, build confidence and stimulate local dynamics. Technical documents, including the PTAs and feasibility studies developed for the Ljubljana Process and designed to provide relevant information for investors, developed the capacity to present bankable projects and stimulate national and international funding sources, with a particular focus on encouraging future public and private partnerships.

## **ACTION TAKEN**

### **The Kyiv Initiative Pilot Project**

Workshops to introduce the format of the HARs were conducted with interministerial groups in each of the participating countries between June and October 2010; the reports were finalised in December 2010. Further workshops were conducted in the autumn of 2010 to introduce the idea of the priority intervention town list. The pilot project was launched in January 2011 through a meeting involving the national co-ordinators of the five countries which made it possible to clarify the details of the general approach for the project co-ordinators and the organisation required in each town.

The detailed methodological guide, the PTF, was prepared by Council of Europe experts and explained through a number of workshops, using a specific case as a model: the city of Ivano-Frankivsk in Ukraine, tested through a field study in April 2011. Following this, training in the methodology for the PTF and also for the drafting of an initial diagnostic study (analysis of urban situation and heritage resources) was provided during 2011 through a series of workshops conducted by the international experts in one town for each of the participating countries (Gyumri, Armenia; Zagatala, Azerbaijan; Gori, Georgia; Soroca, Republic of Moldova; and Lutsk, Ukraine). Each of the workshops was attended by between 20 and 50 local and national participants.<sup>73</sup> This phase resulted in the publication of a document corresponding to the PTF, as defined when the project was launched. Only 23 of the 45 towns completed this compilation but the initial work assisted the development of actions through the COMUS project.

## COMUS

The COMUS project was commenced 1 January 2015.<sup>74</sup> A high level of commitment to the project was established through memoranda of understanding between each Ministry of Culture of the participating countries, the European Union and the Council of Europe.

International expertise was provided by partner towns selected from European cities which are members of the Organization of World Heritage Cities (OWHC) and the preliminary work for the project included some experts involved in the HerO network and the Kyiv Initiative Pilot Project. A steering committee comprised of representatives of the Council of Europe, the European Union, the OHWC, the Eastern Partnership and national co-ordinators. Management structures in the five COMUS countries included national stakeholder groups and national co-ordinators (based in capital cities), project officers (who regularly visited COMUS towns), project implementation groups, project managers and local stakeholder groups (based in each COMUS town), as well as a local experts' pool.

By the end of 2016, reference plans had been finalised for the nine towns through the collaboration of municipalities, national support groups, project implementation groups and local stakeholder groups. Communication plans were implemented through the COMUS website, town-based promotional videos and explanatory brochures. Capacity-building activities have included workshops on feasibility studies, integrating the COMUS methodology into policy and strategy making and for the benefit of local stakeholder groups. Various awareness-raising and educational events have taken place, which have helped to mobilise community members to be actively involved in the process.

A significant amount of work on developing PTAs and identifying flagship rehabilitation projects including feasibility studies was achieved by June 2017. In all of the towns the target of five PTAs was completed and two feasibility studies were developed:

- ▶ Goris, Armenia: FS1 – Goris urban streets rehabilitation; FS2 – rehabilitation of Old Goris cave town;
- ▶ Gyumri, Armenia: FS1 – establishment of Gyumri Urban Heritage Centre; FS2 – rehabilitation of historic district located within Varpetats-Abovyan-Rustaveli-Shiraz (Gorky) streets;
- ▶ Mstislavl, Belarus: FS1 – restoration of the former men's gymnasium building and establishment of the People's (Public) School (Training Centre); FS2 – restoration of buildings of the former Jesuit College for use in urban development;

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73. See footnote 70.

74. A workshop on the HAR was held in Minsk in October 2014, to assist the Belarusian authorities prior to the launch of the project.

- ▶ Chiatura, Georgia: FS1 – rehabilitation of the cableway #25 Centre-Perevisa; FS2 – Pioneer Park and Palace;
- ▶ Dusheti, Georgia: FS1 – MTS complex (rehabilitation/adaptation to the cultural-educational centre and art residence); FS2 – Dusheti Geophysical Observatory or Stantsia – local Folklore Museum;
- ▶ Soroca, Republic of Moldova: FS1 – rehabilitation of the Mihai Eminescu College, former Domnita Ruxandra Gymnasium for Girls; FS2 – rehabilitation of the Nistru Riverbank and its adjacent public space to create a pedestrian area;
- ▶ Lutsk, Ukraine: FS1 – reconstruction of preserved area of the Market Square (by February 2019); FS2 – traffic management within the historic core of the old town (Kafedralna Street, Drahomanova, Danyla Halytskoho, Danyla Bratkovskoho);
- ▶ Pryluky, Ukraine: FS1 – Culture and Art Centre “Creative Space”; FS2 – improvement of the memorial and park complex in the public garden named after Taras Shevchenko;
- ▶ Zhovkva, Ukraine: FS1 – establishment of heritage promotion, information, research and educational platform connecting young activists, policy makers, journalists and researchers with experienced professionals and historians at local, regional and national level; FS2 – revitalisation of Jewish Synagogue.

## SUMMARY OF PRINCIPAL RESULTS

### Political

The participating countries in the two projects have confirmed their strong political commitment to making them a national priority. This has created the right conditions for experimentation by developing new methodologies with an inclusive dynamic process involving all stakeholders in the urban and rural environment according to the management rules of international projects. It confirmed their desire to explore new methods for creating and implementing projects, using a local dynamic relying on high citizen participation rather than a centralised decision-making mechanism.

Interministerial commissions involving several ministries in each country, co-ordinators and managers were appointed at national and municipal levels; professional networks were set up in each country; common objectives were defined for urban rehabilitation processes; and an integrated methodology for urban development issues has been endorsed.

All the work carried out under the Kyiv Initiative and COMUS has been characterised by three dimensions, which were instrumental in the emergence of a new approach for protecting and enhancing urban heritage: a change in scale of the scope of interventions, the duration of the programme and the key role accorded to the local level in devising the project.

### Change in scale of the scope of interventions

This had already been initiated in a few earlier studies where the focus shifted from one monument or group of monuments to a set of urban concerns (in Valencia, Lisbon and Tbilisi, for example), favouring an approach combining heritage and housing. However, through the Kyiv Initiative and COMUS a further step has been taken based on the assumption that the examination of the heritage should be widened in order to encompass all the components of a town or district. This has become the core focus of the development strategies within the towns.

## Duration of the programme

Most of the earlier TCCP actions followed a traditional model: an expert appraisal, based on two or three visits was followed by drafting a report, under the remit of the Council of Europe, on the forthcoming project and the issues raised. The Kyiv Initiative and COMUS have changed this approach by providing longer-term support for project initiation and development of an implementation strategy for an urban project based on heritage enhancement. As part of this new exercise, the Council of Europe not only provided a certain level of expertise, but also was involved in a co-production with the countries concerned.

All the working meetings have been based on this approach of shared development of a project.

The adoption of a long-term approach permits this change of method, allowing for regular communication between local teams, external participants and the Council of Europe's international experts.

## Key role of the local level in devising the project

In each country, the choice of pilot towns was discussed at a central government level with the Ministry of Culture. But during the subsequent phases, it is local teams, on both an administrative and a political level, which take centre stage. That is not to say that the central administration in each country does not retain its control and management role, but the expertise based on knowledge of the site and assessment of the stakes involved is situated at the local level, which, particularly through the discussions involving elected representatives and technical consultants, becomes key to managing the information and formulating the challenges to be raised. The addition of local stakeholder groups in the COMUS project has helped to ensure a process which is community-backed.

This situation represents a change in relation to the highly centralised working processes inherited from the earlier periods, particularly for the small towns which gave their backing to the initiative. Indeed, the fifth COMUS regional workshop – “Mayors’ gathering”, held in Georgia (December 2016) included mayors and deputy mayors and resulted in a joint declaration pledging further political and financial support at local level.<sup>75</sup>

Further impacts of the Kyiv Initiative and COMUS projects on historic towns may be analysed in four categories: institutional, social, economic and territorial, and cognitive (knowledge and education). These impacts, described below, are cross-referred to the recommendations of the Council of Europe's European Cultural Heritage Strategy for the 21st century.<sup>76</sup>

## Institutional

Three aspects of the pilot activities have brought about significant changes in the intervention approaches applied in each country. These are:

- ▶ the decision to carry out the pilot activities at local level as a resource system and production site for the project;
- ▶ using the European level as an area for conducting exchanges and drafting the policy; this is all the more important as some of the five countries involved in each project did not previously have regular relations, particularly in these areas of expertise;

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75. COMUS Newsletter, January 2017, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806efd40>, accessed 18 November 2017.

76. See Appendix II for a full list of the recommendations in three categories.

- ▶ the scope of intervention selected, targeting a broad heritage dimension at the level of an urban area, covering industrial wastelands and unassuming buildings, which are still of interest because of their urban uniformity, as well as public spaces and buildings representative of a glorious past.

The implementation and decision-making system has been radically changed as a result of these choices. The administration of the Ministry of Culture, as the body responsible for supervising local authorities on heritage matters, has seen its role change in a system which is moving towards a decentralised situation in which local authorities are at the heart of the decision-making process. This assessment, however, must be nuanced since this approach is still in its early days, with most of the national authorities retaining control of certain decisions. Furthermore, the small number of local staff involved and their lack of technical expertise sometimes curtailed the intervention capacity of the towns. The Kyiv Initiative was very ambitious in involving 45 towns; the reduction to nine towns in COMUS has helped resolve these problems by concentrating actions where there is sufficient capacity to take action, assisted by the commitment of local mayors. This bodes well for the final results and for providing concrete exemplars to other towns in the countries.

Lastly, the scope of the initiatives, which extends well beyond the historic concept of heritage, involves numerous actors in the process, whether active at the institutional level (ministries of housing, transport, public works, the economy, etc.) or from the private sector, such as local operators (economic agents, NGOs, etc.). This new heritage enhancement practice profoundly changes the decision-making system by conferring on the local level a role of arbiter in respect of the various concerns addressed (cf. Recommendation S8: Encourage heritage rehabilitation initiatives by local communities and authorities).

## Social

The work carried out as part of the two initiatives takes into account three aspects of this dimension.

### Kyiv Initiative Pilot Project

#### *The intercultural level*

This aspect is at the very heart of the projects, whose aims were to conduct a reflection on the urban heritage in five countries. Although, in recent times, these countries may have shared certain moments of their history, there is a great deal of historical diversity in terms of their heritage, thereby creating heritage situations specific to each of them. However, the determination to involve these countries in a shared approach reinforces recognition of their shared concerns, against the background of knowledge of their own specific cultural values. The process undertaken is conducive to affirmation of the characteristics of each town through knowledge dissemination in respect of its heritage. The system of town networks set up as part of the project leads each town to enhance the components reflecting its identity and to display this diversity as a basic characteristic of European heritage (cf. Recommendation S3: Use heritage to assert and transmit the fundamental values of Europe and European society).

#### *Heritage diversity*

Apart from the historical and geographical diversity which exists, this project, based on a broader notion of heritage, fosters diversification:

- ▶ Chiatura, Georgia: this former mining town is enhancing its heritage representing its industrial past;

- ▶ Ivano-Frankivsk, Ukraine: this former fortified city dating from the 17th century has now become a major administrative, economic and academic centre and enjoys a heritage handed down over several periods, under threat from recent waves of urban modernisation;
- ▶ Soroca, Republic of Moldova: this former Genoese city established on the banks of the River Dniester, part of defence fortifications dating from the 16th century, has a heritage which is mainly dominated by modest residential buildings representative of the town in the 19th century.

(cf. Recommendation S4: Promote heritage as a meeting place and vehicle for intercultural dialogue, peace and tolerance).

### *Public areas, places for socialising*

This aspect, included in the PTF, was frequently mentioned during the workshops. For instance, the city of Gyumri (Armenia), which was extensively damaged during the 1988 earthquake, has preserved the evidence of its past structure in a large network of public areas linked to the centre of the city in the form of a series of public squares and a wide avenue planted with trees, providing the structure for the centre, running from north to south. Similarly, in the town of Soroca (Republic of Moldova), the promenade along the banks of the River Dniester provided an important topic of discussion during a workshop, because of the role this area plays in the town's social life and in the proposals for redefining it (cf. Recommendation S4: Promote heritage as a meeting place and vehicle for intercultural dialogue, peace and tolerance).

## COMUS

The COMUS project has provided concrete evidence of the applicability of the recommendations of the European Cultural Heritage Strategy for the 21st century. It has encouraged "the involvement of citizens and local authorities in capitalising on their everyday heritage" (cf. Recommendation S1), particularly through activities involving local stakeholder groups. It has created "a suitable framework to enable municipalities to take action to promote and manage their heritage" (Recommendation S6) through the formulation of reference plans. Workshops involving local stakeholder groups have helped to develop and promote "participatory heritage identification programmes" (Recommendation S7) through the identification of priority sites for rehabilitation, and the very involvement of the nine towns in COMUS is indicative of their decision (endorsed by their mayors) to "encourage heritage rehabilitation initiatives by local communities and authorities" (Recommendation S8).

## **Economic and territorial development**

The approach within the Kyiv Initiative and COMUS situates the economic and territorial concerns on different levels.

### **Kyiv Initiative Pilot Project**

#### *In terms of urban functions to be preserved or developed*

The situation depends on the size of the town and its role within the surrounding territory. Beyond this distinction, most of the pilot towns are faced with the need to maintain their appeal, linked to higher-level functions according to their hinterland, whether relating to services or commercial activities. For example, mention may be made of the role of markets, particularly in the case of the town of Soroca (Republic of Moldova) and the city of Gyumri (Armenia), where this function is a key factor in the urban development dynamic, based on the exchanges which are carried out there and the functions they generate, especially in terms of services.

In the same way, the city of Ivano-Frankivsk (Ukraine), the regional capital, has numerous administrative departments, a significant university, a market which extends well beyond the usual town market and a set of transport links with the outside world, in particular a bus station located in the vicinity of the market (cf. Recommendation D10: Use the cultural heritage as a means of giving the region a distinctive character and making it more attractive and better known). One of the challenges involved in a policy promoting the rehabilitation of cultural heritage is, in these cases, ensuring the continuity of the entire services offer and its place within the urban area.

### *In terms of housing policy*

The main challenge facing historic centres remains the retention of local inhabitants, and possibly even population growth in these districts. This strategy has two consequences: it maintains local services and boosts a residential economy; and it is accompanied by a set of interventions necessary to rehabilitate the buildings so as to maintain an attractive offering.

The choice to rehabilitate existing buildings as opposed to demolition and reconstruction entails a sustainable development approach. This constitutes a major source of work for the construction sector, drawing on enhanced know-how and expertise and offering significant economic benefits (cf. Recommendation D5: Encourage the re-use of heritage).

## COMUS

The COMUS project has provided concrete evidence of the applicability of the recommendations of the European Cultural Heritage Strategy for the 21st century. At the heart of COMUS is the desire to “promote cultural heritage as a resource and facilitate financial investment” (Recommendation D1) and “encourage the re-use of heritage” (Recommendation D5). The project has been directed also at developing integrated policy and strategy making and therefore ensuring that “heritage is taken into account in spatial, environmental (and energy) development policies” (Recommendation D6). Workshops to support national and local experts have aimed to “promote heritage skills and professionals”, for example in relation to the use of feasibility studies (Recommendation D3).

## Knowledge and education

This is the dimension which was most present during the first phase of the Kyiv Initiative Pilot Project, along with the institutional dimension. The pooling of the approaches followed by the different disciplines, as brought about by the project, has helped to enrich the process by establishing common standards and mobilising representatives.

### Kyiv Initiative Pilot Project

#### *Establishment of common standards by the Council of Europe experts for organising and formalising knowledge*

Through the workshops it was possible to organise exchanges identifying the direction of the process and evaluating each local situation using common analytical criteria. Workshops also provided an opportunity for critical review of past actions and the current situation. Information sharing, which had existed in virtually none of the towns or had been organised in a disparate manner, became possible. The technical file (PTF), which lends itself to updating as it is in electronic format, constitutes a source of knowledge about a part of the town which is also available for numerous interventions other than those featuring in the pilot project. Starting from the base containing the selected data, it can be expanded to include other sectors of the town, making it possible, in the long term, to



cover the entire urban area and provide a database which can be updated (cf. Recommendation K6: Develop knowledge banks on local and traditional materials, techniques and know-how).

### *Active mobilisation of representatives from the different towns in each country*

The two workshops held in each country at the outset of the project provided a great deal of motivation. They offered an opportunity for most of the technical experts in the towns to meet and exchange views, comparing the situations in their towns and the urban challenges facing the pilot project. These exchanges could be seen to be all the more important since they did not seem to exist in this kind of forum in the past. There were clear beneficial results in setting up a network, introducing innovative techniques and raising local awareness.

- ▶ Setting up a network of towns: creating this network specific to the process facilitated the enlargement of the level of exchanges, especially regarding urban situations, by identifying similarities between cases and the characteristics specific to each country in terms of expertise and in terms of legislative frameworks (cf. Recommendation K10: Encourage and support the development of networks).
- ▶ Introducing innovative techniques: techniques involving the use of digitisation as a tool are employed for collecting data and producing documents, as well as for interpreting them. They offer a large capacity in terms of gradual accumulation of information and its management over time (cf. Recommendation D8: Protect, restore and enhance heritage, making greater use of new technologies).
- ▶ Raising awareness of the major role played by the local level: this takes place at several levels in terms of identifying heritage resources which can be mobilised and enhanced and in terms of strategy and the ability to develop the project (cf. Recommendation K11: Explore heritage as a source of knowledge and inspiration).

## COMUS

The COMUS project has provided concrete evidence of the applicability of the recommendations of the European Cultural Heritage Strategy for the 21st century. COMUS has implemented measures to “encourage creativity to capture the attention of the heritage audience” (Recommendation K3) through “FARO walks” in Gyumri, creative exhibitions in the Republic of Moldova and town-based promotional videos and brochures. Measures to “incorporate heritage education more effectively in school curricula” (Recommendation K1) are evidenced by the workshops held with students of the High School and Building College in Mstislavl and by the involvement of the Centre for Culture and Education, Dusheti. Workshops on heritage management have aimed to “diversify training systems for heritage professionals” (Recommendation K5) and “provide training for non-professional players” (Recommendation K4), for example through a two-day workshop in Armenia entitled “Protection of Armenian historic and cultural heritage and the role of communities in it” with the participation of representatives of several historic towns. The links between the different towns involved in COMUS and the partner cities in the OWHC network serve to “encourage and support the development of networks” (Recommendation K10).

### **Site significance**

The list of priority intervention towns identified towns of high significance in each of the Kyiv Initiative participant countries, extending to Belarus in the COMUS project. From a European perspective, the richness and diversity of the heritage in these pilot towns is of major cultural significance, which in the present economic context and ongoing societal transformations represents an important

resource. Heritage defines the attractiveness of these places, offering a competitive advantage for tourism and business development. The activities have been implemented in order to convince communities that even small local initiatives are better than inaction, and could open up more ambitious possibilities and partnerships. Television broadcasts, promotional videos and other promotional material, including general project and individual country brochures, have highlighted the significance and diversity of these places, while drawing attention to the overall purpose and impacts of the projects, and, by extension, the fundamental importance of the cultural heritage to society as a whole.

As with the Ljubljana Process (Chapter 2), the shift from the monument-centric practices of the past, in which the preservation of the monument or site was seen as an end in itself, towards a view of using heritage resources as a stimulus for a wider rehabilitation and urban dynamic, in line with the Faro Convention and other recent international recommendations, has engendered a significant change in attitudes and operations. In encouraging respect for the “spirit of the place” through the adaptation of old buildings to new uses, and utilising other heritage resources (landscapes, parks, traditional street patterns, etc.), urban rehabilitation goes beyond mere conservation and restoration to provide a system of resources which can be mobilised as part of a local development project.

The Kyiv Initiative and COMUS projects have introduced structured approaches to the identification of towns as significant sites, increased the extent and availability of data and increased the visibility of places, thereby enhancing the wider public understanding of their significance.



## Chapter 4

# Technical Co-operation and Consultancy Programme: territories

*Anne Pisot*

### BRIEF SUMMARY OF PAST ACHIEVEMENTS

The Council of Europe's technical assistance on territories commenced following a request made by the national authorities on the safeguarding of the historic town of Štanjel in the Karst region of Slovenia, characterised by high-quality landscapes and vernacular architecture. The initial project, launched in 1996, limited to the town of Štanjel, was rapidly transformed in order to take account of the social and economic development needs of the entire Karst region. The "Karst Pilot Project" (KPP) was the forerunner of a new development approach, introducing the concept of the territory as a relevant level of action. The project made it possible to formalise, on a methodological basis, the necessary institutional and professional dialogue and co-operation between the various local and national, public, private and community interests. This was a new approach in Slovenia at the time. Its adoption coincided with the country's accession to the European Union. As a highly centralised country, Slovenia had no intermediate regional level between its national and local authorities, and as a result of local government reform rural authorities had insufficient funding and human resources to tackle complex development issues (Figure 17).

**Figure 17: Štanjel, Pilot Project Karst, Slovenia**



The Karst landscape of meadows, pastures and black pine forests has a specific flora and fauna, rich biodiversity and a unique cultural landscape of compact settlements with specific vernacular architecture such as the picturesque historic town of Štanjel. Source: By Žiga – Own work, CC BY-SA 3.0, available at <https://commons.wikimedia.org/w/index.php?curid=18909872>, accessed 18 November 2017.

Through the project, the relevant ministries trialled new forms of co-operation within an interministerial committee, while co-operation between the municipalities was achieved through a steering committee. Residents and civil society also learned how to play their part alongside the institutional partners by participating in interdisciplinary working groups. The activities were co-ordinated and monitored by a team which was subsequently given permanent standing when it became a regional agency under the management of the National Agency for Regional Development (NARD) of the Republic of Slovenia. The Slovenian Government adopted a Community Development Plan for the Karst region in 2003, opening up operational prospects for the implementation of a medium- and long-term action and investment plan.

The Local Development Pilot Project (LDPP) was designed as a direct continuation of the experiment conducted in Slovenia. Nine pilot territories, selected jointly by the national authorities and the Council of Europe through a wide consultation process, joined this experiment which was carried out between 2008 and 2015. The action commenced in Bosnia and Herzegovina, Bulgaria, Croatia, Kosovo\*, Montenegro, Romania, Serbia and “the former Yugoslav Republic of Macedonia”, later joined by Cyprus in 2012. The pilot territories had a number of features in common: they were all rural with a strong cultural and/or landscape identity and were experiencing problems with underdevelopment and/or population loss. In committing themselves to the LDPP, the national authorities accepted the constraints inherent in an experiment. They in practice agreed to implement their activities in as flexible a manner as possible, with permanent questioning and constant adjustments to the methodology. The projects were conducted simultaneously with a focus on the regional dimension and the exchange of experience between territories.

Actions were largely delivered through the Regional Programme for Cultural and Natural Heritage in South-East Europe (RPSEE) (2003-14), Component C – Local Development Pilot Projects (LDPP), and in the case of Kosovo\*, through the European Union/Council of Europe Joint Programme of Support to the Promotion of Cultural Diversity in Kosovo\* (PCDK). Some aspects of the methodology utilised in the LDPP have also been used in support of confidence building measures in post- or frozen-conflict situations elsewhere in Europe (for example, Georgia and South Ossetia, Georgia and Abkhazia, Republic of Moldova and Transnistria). The LDPP experience has also been utilised in a joint European Union/Council of Europe programme on Intercultural Cities (the STEPS programme) aimed at strengthening community cohesion, and promoting trust, dialogue and mutual understanding across diverse societies, through participatory heritage-based action plans, using methods developed through the LDPP experiment.<sup>77</sup>

The main achievements of the LDPP have been:

- ▶ through the endorsement of the principles of the Faro Convention and the European Landscape Convention it has made a specific contribution to the most important political priorities of the Council of Europe by strengthening European democracy, promoting more efficient and transparent governance and implementing new integrated and sustainable development models;
- ▶ the identification of strategies for territorial management through interministerial approaches, decentralisation (local governance) and civil society participation;
- ▶ the development of a coherent methodology for mobilisation of local and national stakeholders, including a diverse range of players, for a new governance model based on a common development strategy, initiating a bottom-up approach supported by national institutions, thereby setting the necessary conditions for the establishment of partnerships and co-operation;

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<sup>77</sup>. See: [www.coe.int/en/web/interculturalcities/cultural-heritage-and-diversity](http://www.coe.int/en/web/interculturalcities/cultural-heritage-and-diversity), accessed 18 November 2017.

- ▶ the furthering of the concept of regional agency (as developed in the Karst region of Slovenia) in the implementation of a balanced territorial development;
- ▶ the facilitation of an integrated approach to local and regional development based on cultural and heritage resources through the direct involvement of key ministries (for example, culture, economy, environment, regional development);
- ▶ the creation of a broader vision of the concept of heritage through the territorial approach and the expansion of the horizons of heritage policies as an aid to development through projects led by communities;
- ▶ the mobilisation and organisation of economic players, favouring intersectoral approaches (such as tourism/agriculture, agriculture/environment), which create new sources of economic development;
- ▶ to serve as a basis for enhancing future development plans for other regions, developing various sectoral policies and helping to build on regional cultural resources (for example in Cyprus<sup>78</sup> and, in particular, in the development of a Regional Heritage Plan in Kosovo\* West<sup>79</sup>);
- ▶ to generate debate about development based on the local communities and on traditional skills that can produce alternative types of tourism in line with regional capacities and identity;
- ▶ to create new diagnostic tools for territorial assessment including survey methodologies for identifying landscapes and their features, character and condition and for assessing the values of the heritage and clarifying its potential role in long-term development policies, promoting training in these techniques;
- ▶ to provide tools and aids, conduct workshops and mount exhibitions to educate and develop knowledge of a territory, so enabling participatory inventories, new practices and new ways of using traditional materials;
- ▶ the encouragement and development of a network which has served as a forum for the exchange of practices and helped to improve the quality of the projects.

## AIMS AND APPROACHES OF THE PROGRAMME

### Founding principles

The territorial aspect of the Regional Programme on Cultural and Natural Heritage in South-East Europe (RPSEE) has become an essential means of addressing challenges of territorial cohesion and decentralisation. The emergence of this programme is also the outcome of a change in the issues surrounding heritage. Local Development Pilot Projects (LDPPs) are no longer directly concerned with methods of restoring and enhancing heritage. "The question is now 'who must we do this for?'"<sup>80</sup>

The Council of Europe has based its approach on the principles of the Framework Convention on the Value of Cultural Heritage for Society (the Faro Convention) and the European Landscape Convention, signed in Florence, making heritage a catalyst for territorial development. The projects

78. See: [www.coe.int/en/web/culture-and-heritage/ldpp-cyprus](http://www.coe.int/en/web/culture-and-heritage/ldpp-cyprus), accessed 18 November 2017.

79. Regional Heritage Plan for Kosovo West: Peje/Peć, Kline/Klina, Decan/Dečane, Istog/Istok, Junik, and Gjakove/Dakovica, 2012-2015, Joint Project "EU/CoE Support to the Promotion of Cultural Diversity in Kosovo\*", September 2012, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806ae4ea>, accessed 18 November 2017.

80. See the Foreword of Appendix I to Recommendation CM/Rec(2017)1 on the European Cultural Heritage Strategy for the 21st century, available at [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectId=09000016806f6a03](https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=09000016806f6a03), accessed 18 November 2017.

considered are based on a view of development in which social transformation is underpinned by humanist values. Greater public participation and the capacity of local communities to recognise as heritage the things that mean something to them through the process of appropriation – to respect it, preserve it and pass it on – lie at the heart of this programme.

## Objectives

The main objective of the LDPP is to pursue a participatory approach in order to develop a territorial, social and economic development project based on optimisation of local heritage resources. The aim of this approach is to engage all stakeholders in building a unique sustainable development model for each territory based on community engagement. Each project focuses on a pilot territory, allowing the approach to be experimental in addressing three specific objectives:

- ▶ in terms of actions, to use the social and economic values of heritage in a sustainable manner through initiatives which respect the traditions and skills of communities, improving local diversity and renewing local dynamics;
- ▶ in terms of processes, to implement a culture of democracy by giving citizens and communities a fundamental role in the processes of defining, taking decisions for and managing their territories with the support of institutions and public policy measures;
- ▶ in terms of the approach, to promote development which is intended to improve the quality of life and the living environment.

## METHODOLOGY

The Council of Europe approach is based not only on the principles and achievements of the RPSEE, but also in part on France's experience with regional natural parks, considering territory as a relevant level of intervention in order to propose a development model that mobilises heritage at the heart of a project. Co-operation with Slovenia (1998-2002) served as a pilot experience for the creation of the LDPPs that were deployed primarily in South-East Europe. The Council of Europe launched the LDPP programme in 2007 (commencing in 2008) by suggesting to the authorities concerned (in South-East Europe), through the ministries of culture, that they propose a pilot territory for experimental purposes. The varied and rich activities in this programme were structured around the drawing up of a "Territory Charter" made up of three components forming the basic structure of the methodology: territorial diagnosis, territorial strategy and operational programme.<sup>81</sup> The charter allows the territory and its partners to be engaged on a joint project for a period of 10-15 years.

### Territorial diagnosis

This is the first stage in mobilising the community through dialogue in order to draw up a global, integrated and intersectoral inventory of the territory at the inception of the process. The diagnosis facilitates a shared understanding by a group of inhabitants and players who establish the community, about what the territory and its heritage is. It is not an exhaustive and definitive assessment, but establishes a shared perception of the territory at a given time. The validity of the diagnosis depends on the stakeholders' ability to agree on strategic choices and on the way in which a development project is devised starting from the territory's heritage resources.

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81. Local Development Pilot Projects: Activity report: 2003- 2015, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806a9a51>, accessed 18 November 2017.

The diagnosis is developed by participatory working bodies created at the beginning of the project: an interministerial committee bringing together the ministries responsible for territorial development and heritage and representatives of the pilot territory, a territory-level steering committee made up of local players and representatives of the national community, working groups and theme-based or cross-cutting committees. These groups have evolved and have been supplemented by other groups and participatory methods according to the timing and location of the project, the aim being to involve the various stakeholders as far as possible in the development of this diagnosis. This leads to the development of a “document to be adopted”. The diagnosis is neither a factual analysis nor a sectoral expert report, but rather an overview describing how the territory operates in view of its resources and disadvantages, how it positions itself in relation to the various existing organisational structures (local authorities, regions, parks, etc.) and in relation to the various institutional levels (alliances, partnerships, networks), and considering the key factors affecting the development of the territory as well as local challenges and possible responses (working together is useful at this level). This document is adopted by the (local) steering committee and the (national) interministerial committee. Pilot actions are then proposed to mobilise players around the project.

## **Territorial strategy**

The mobilised community commits itself to a shared vision for the development of the territory through the second stage, the territorial strategy. This lays down the strategic guidelines for development that the community shares, establishing the main goals, the chosen priorities and the future lines of action. Consultation with all players (local, regional and national) makes possible further discussions about the general areas for possible development identified during the diagnostic phase. New working groups (theme-based, cross-sectoral) may undertake a critical analysis of the issues at stake, draw up guidelines and propose lines of action, making suggestions as to resources and networks that can be mobilised and outlining types of action to be undertaken and supported. The report sets out the territory’s ambition, the strategic orientations phased over a period of ten years, and the first outline of an operational programme. It is then adopted by the (local) steering committee and the (national) interministerial committee.

## **Operational programme**

The strategic orientations take concrete form through the third stage in the process, the operational programme for the short and medium terms (1-3 years on average). This sets out the main lines of action and the means to be used, in the form of concrete measures and specific actions. It establishes a management method for the development project and facilitates fund-raising. This is a matter not just of management, but also of mobilising resources with proper complementarity between the local and national levels. There is also a need for consistency and co-ordination with existing projects which are being implemented elsewhere. Consultation makes it possible to obtain confirmation of the commitments made by the partners at the beginning of the approach and to give them responsibility for the implementation of the development project and the changes to be made to the organisational structures. The commitment of all partners to the development project guarantees its sustainability.

The development and adoption of a “Territory Charter” by all players completes the project and allows the transition to the action stage. The charter guides the future actions of the various communities and players and creates a framework for long-term security, allowing local players to express their commitment and engagement, so guaranteeing the implementation of national and regional policies.



## Further diagnostic techniques

In the later stages of the LDPP experiment two further diagnostic techniques (the Heritage Survey and the Landscape Survey) were developed to provide national and local authorities engaged in a development process with technical support for their efforts to protect, conserve and restore the cultural heritage and to identify landscape features.

The guiding principle behind the Heritage Survey<sup>82</sup> is to gain a comprehensive picture of the built heritage, first tested in two LDPP pilot territories in 2012-14 (the island of Cres, Croatia, and the Debar and Reka region in “the former Yugoslav Republic of Macedonia”). The survey was intended to be easy to carry out and to understand, offering an overall picture of the state of health of the heritage, and capable of being integrated with the wider aims of the LDPP process. It was designed to directly support the process with the aim of implementing projects that would use and adapt the local cultural and natural heritage in a sustainable and compatible way. A key aspiration of the survey was to determine how the heritage could best be used to satisfy the long term objectives of first identifying sites for priority projects and then promoting those projects for investment. The survey is based on an “extensive recording” technique relying on a simple methodology which allows the comparatively large areas of the pilot regions to be surveyed in limited timescales and with limited resources. The methodology was directly inspired by previous Council of Europe field experience carried out in different contexts as part of the Technical Co-operation and Consultancy Programme, particularly through the IRPP/SAAH and Ljubljana Process.

The Landscape Survey<sup>83</sup> was developed as a tool within the framework of the LDPP programme in 2014-15, based on the pilot project carried out in Croatia (LDPP Cres). The guiding principle of the survey is to gain a comprehensive picture of the landscape and its specifics. Its goal is to carry out a rapid survey to inform subsequent development phases as well as providing a basis for further work in greater depth, an overview that is easy to read and helps to pinpoint issues of special significance for the heritage and its environment.

The understanding of landscape value through this form of survey was designed to complement the other studies conducted as part of the territorial diagnosis phase, as well as exploring the by-ways of built heritage (Heritage Survey), folklore, dialect, genealogy, and all aspects of intangible heritage, country crafts, etc. The survey is based on simultaneous operations at three levels:

- ▶ an “extensive recording” in systematic manner, summarily covering all relevant examples;
- ▶ an “intensive recording” of examples selected from the extensive survey as being typical or otherwise likely to repay closer investigation;
- ▶ a “documentary study”, contributing directly to rehabilitation projects.

This experimental method was developed on the basis of some key European experiences such as the “Landscape Atlas” (elaborated in Wallonia and France) and other techniques developed by the French Ministry of Ecology and Sustainable Development, as well as other European approaches. It also takes account of the results of Council of Europe field experiences, such as the Landscape Identification and Assessment project in the Pejë/Pec region (as part of the PCDK programme in Kosovo\* in 2013), and the technical assistance on “Coding a Cultural Landscape, Abava Valley, Latvia”, in 1995.

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82. Document AT(2016)188, 2 February 2016: Local Development Pilot Projects: Heritage Survey: Terms of reference: See LDPP Documents: [www.coe.int/en/web/culture-and-heritage/ldpp](http://www.coe.int/en/web/culture-and-heritage/ldpp), accessed 18 November 2017, and Document AT(2015)328: Local Development Pilot Projects (LDPP): LDPP Cres (Croatia) and Debar Reka (“The former Yugoslav Republic of Macedonia”): Heritage Survey (2012-2014): Report on activities.

83. Document AT(2016)187, 10 February 2016: Local Development Pilot Projects: LDPP Landscape Survey: Terms of reference, Update – December 2015. See LDPP Documents: [www.coe.int/en/web/culture-and-heritage/ldpp](http://www.coe.int/en/web/culture-and-heritage/ldpp), accessed 18 November.

## ACTION TAKEN

Nine countries covering a combined area of more than 10 000 km<sup>2</sup> and representing more than 750 000 inhabitants participated in the LDPP between 2008 and 2015, and 41 municipalities were involved. Through the interministerial committees, over 50 ministries worked together on the LDPP. Bosnia and Herzegovina, Bulgaria, Croatia, Montenegro, Romania, Serbia, “the former Yugoslav Republic of Macedonia” and Kosovo\* adopted the approach in 2008. Cyprus adopted it in 2012 during its presidency of the European Union.

The pilot territories selected by the countries had a number of shared characteristics: they were rural territories with a strong cultural and/or landscape identity which faced problems in relation to underdevelopment or population loss. Some territories were economically quite depressed following changes in economic conditions (the end of mining activity in Serbia, the mass exodus of Saxon populations from Romania, the end of a traditional farming model in most cases). Some pilot territories knew that decisions had to be taken about development pressures (finding an alternative to mass tourism in Croatia), while others appeared to have no development prospects because of a lack of national initiatives (“the former Yugoslav Republic of Macedonia”). The later case of Cyprus is particularly interesting because the public institutions wanted to experiment with possible ways of implementing the provisions of the new regional planning law concerning citizen participation (although the pilot region that was selected did show the main characteristics mentioned for the other projects).

### Actions in the nine LDPP countries

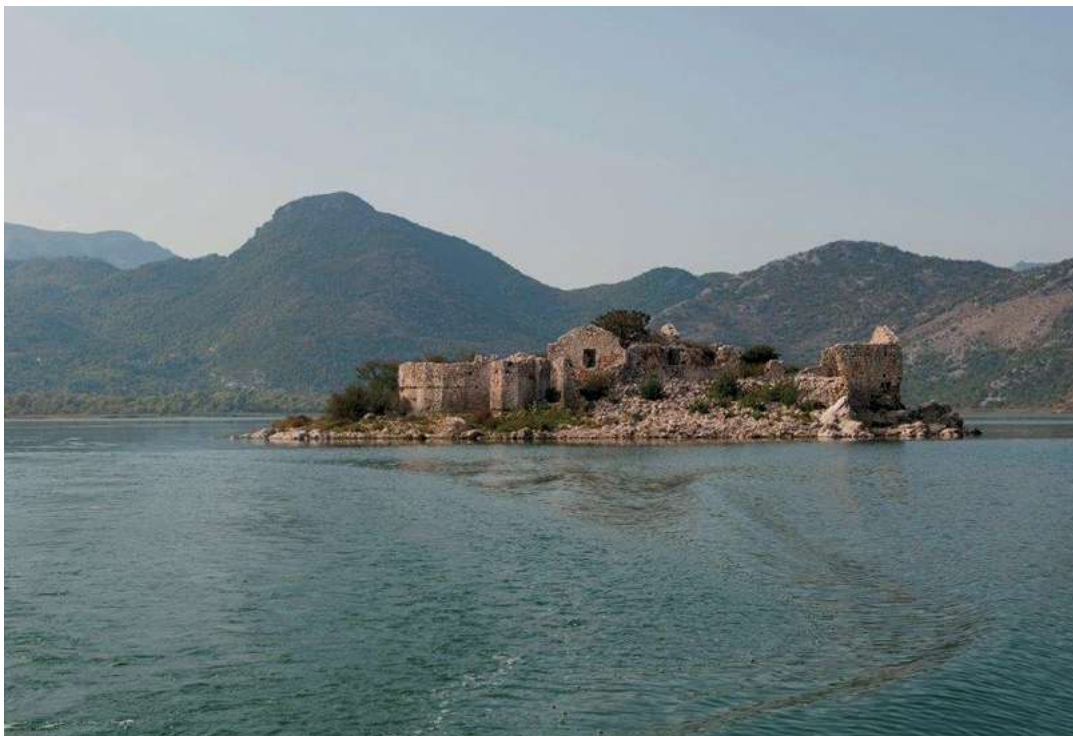
Notwithstanding the overall successes of the LDPP project, results varied according to the areas chosen and the local capacity to implement the proposed methods. In Bosnia and Herzegovina, the pilot territory (Donja Dolina – Bardača) was delineated mainly according to cultural and even archaeological criteria but the territorial scale was too limited in terms of development issues, and the low level of mobilisation of the local authorities led to the abandonment of the project in 2011 (Figure 18).

**Figure 18: LDPP Bosnia and Herzegovina**



This characteristic wetland with its marshy vegetation of swamps, regularly flooded meadows and forests is an important habitat for wildlife, plants and animals, especially for various fish species and many migratory birds.

**Figure 19: LDPP Montenegro**



Lake Skadar is the biggest lake in South-East Europe, forming a natural border between Montenegro and Albania. The mountains in the background and the small islands provide picturesque views within this unique landscape.

In Montenegro the Lake Skadar project was aimed at strengthening co-operation between the local and national players involved in the conservation and enhancement of the natural region around the lake, in association with the Lake Skadar National Park. Launched by the Ministry of Culture, it also had the backing of several other ministries. The activities contributed to the adoption of a new participatory approach; a technical unit was created by the national park. The project progressed well until the diagnosis was drawn up. The lack of consultation at local level and the multiplication of initiatives, which were disconnected from one another, across all or part of the territory, made it impossible to develop a long-term project that would engage the local communities. A document was written but not approved by the national authorities and the project was suspended in 2012. The fact that it was impossible to work on a cross-border basis with Albania, where part of the lake is located, reinforced the impression of a lack of general consistency (Figure 19).

In Romania, the high level of mobilisation of the Ministry of Culture and other national institutions helped the project in the territory Rupea-Cohalm to take off. The direct participation of major ministries (economy, environment, spatial planning, etc.) was considered to be a potentially decisive factor in the project's success, but these partners were unable to reach agreement on the mobilisation of the resources necessary to enable a special technical unit to operate. The process went as far as the drawing-up of the diagnosis. Local anchoring was never really achieved. Policy changes and frequent breaks in the monitoring of the project compromised the overall approach; it was no longer supported by the new administration in 2012 (Figure 20).

**Figure 20: LDPP Romania**



The Rupea-Cohalm region in the northern part of Braşov county has a rural character with family-organised agricultural farms and very few non-agricultural economic activities. Large oak forests, wide grazing lands and agricultural terrains cover this impressive hilly landscape with numerous villages around the town of Rupea, all of them characterised by a high density of vernacular architecture and famous for their fortified evangelical church assemblies.

In the territory of Strandja, Bulgaria, the LDPP was intended to address the lack of co-operation between the institutions responsible for the region, which had long been overlooked by development policies. The municipalities were highly mobilised from the outset and numerous activities helped to rally the local community. But political changes at the national level made it difficult to maintain the co-operation with the municipalities. The high level of mobilisation that existed at the outset of the project was insufficient to make up for a national level of mobilisation that fell from one year to the next (Figure 21).

**Figure 21: LDPP Bulgaria**



Strandja is a region in South-Eastern Bulgaria, along the Black Sea, on the border with Turkey, characterised by its abundance of cultural and natural heritage. Cultural monuments from all historic periods testify to the importance of this region.

The specific political context in Kosovo\* swiftly led to the implementation of an ad-hoc programme under the aegis of the Council of Europe/European Union Joint Programme of Support to the Promotion of Cultural Diversity in Kosovo\* (PCDK). This was a territory in transition, with staffing problems and a fragile infrastructure, making difficult the establishment of the continuity, commitment and resourcing required in the adoption of new methodologies and in the enabling of community involvement.

Learning from these experiences, with the intention of continuing the approach and building on the outcomes achieved, the Council of Europe provided resources for four prioritised projects from 2013 onwards in Serbia, “the former Yugoslav Republic of Macedonia”, Cyprus and Croatia.

In the pilot territory Resava-Mlava, Serbia, public corporations, administrative authorities, NGOs, associations and private investors played an active role in launching the LDPP in order to deal with the development problems affecting this disadvantaged region (problems of accessibility, infrastructure and collapse of the mining industry). In addition to the technical and economic challenges, one of the main difficulties was the lack of co-ordination between the various projects proposed. The local and national players rallied around the LDPP, which proposed a different way of addressing the problems. The interruptions caused by frequent political changes eventually compromised the programme and the national authorities pulled out, even though the municipalities remained highly engaged. After several attempts to reactivate the process, the project eventually stopped in 2014 (Figure 22).

In “the former Yugoslav Republic of Macedonia”, the LDPP for the pilot territory Debar and Reka was designed as a possible response to the social and economic vulnerability of the territory which was combined with a feeling of abandonment and isolation. The aim of the LDPP was to guide the stakeholders and help them contribute their own responses to the main problems affecting the territory’s development. New partnerships and reinvented co-operation were envisaged in order to harness skills, pursue a holistic and multi-disciplinary approach and share out responsibilities. The issue of decentralisation policies and the role of institutions in supporting the measures decided upon by the public authorities are of key importance for the future (Figure 23).

**Figure 22: LDPP Serbia**



Resava and Mlava are the names of two rivers which, together with the Morava and Crnica rivers, shape the territory of the municipalities of Despotovac, Zagubica and Paracin whose hilly landscape is characterised by agricultural exploitation, grassland and large forests, and a rich, diverse cultural and natural heritage.

**Figure 23: LDPP “the former Yugoslav Republic of Macedonia”**



The Debar–Reka region is located in the north-western part of “the former Yugoslav Republic of Macedonia”. The abandonment of historic settlements threatens the region’s heritage and ambient values. The depopulation of several villages has meant that individual buildings have become weekend dwellings where residents mainly come during the summer, for example the village of Galichnik in Mala Reka.

**Figure 24: LDPP Cyprus**



The wine villages of Limassol nestle into the agricultural landscape, characteristic of semi-mountainous winegrowing regions with dry stone terraces.

**Figure 25: LDPP Croatia**



The island of Cres is affected by depopulation which, together with the progressive abandonment of the traditional economy, is resulting in the desolation of settlements. The protection and revitalisation of this heritage will require concerted action and financing, augmenting the efforts of the local and national institutions.

In the wine villages of the Limassol region, Cyprus, the LDPP has allowed a shared reflection to take place between players on a form of development based on local communities and traditional know-how which can stimulate types of alternative tourism in keeping with the capacities and identity of the territory (Figure 24).

In the island of Cres, Croatia, the LDPP was designed as an alternative approach for the sustainable development of the territory in the face of high pressure from tourism and significant heritage challenges. The alternative envisaged in the project consists of capitalising on the uniqueness of the local resources for development purposes. The characteristics of the pilot territory, which the local population viewed in a negative light (isolation, underdevelopment, low population density, lack of modern economic activities) can now become assets and serve as a source of positive change thanks to the future territorial development project: prevention of mass tourism; revitalisation of cultural and natural heritage as a springboard to economic development; promotion of crafts and traditional economic activities; creation of high-quality typical local products; employment and education for the local population; exploitation of existing characteristics with high added value (Figure 25).

### **Further actions for the island of Cres**

In order to provide a more detailed description and understanding of the approaches and challenges faced through the LDPP process, the further actions taken on the island of Cres may be read as being generally indicative.

The territorial diagnosis for Cres was completed and published in 2014.<sup>84</sup> It presents an overview of the general state of affairs on the island, including the results of both a Heritage Survey and a landscape study (the results of the Landscape Survey were presented in 2015).<sup>85</sup> The heritage analysis increased the number of registered and listed buildings in the Register of Cultural Monuments from 250 to 820. It was decided that the island development project should be based on the sensitive exploitation of the rich territorial heritage resources which could directly contribute to the creation of new activities, retaining and attracting younger generations to the island. The heritage assets should be given new functions in order to save them from deterioration. An innovative approach to the problem of heritage could find new ways for its protection and valorisation, including use in the tourism sector.

The landscape study of the island gave an insight into the characteristics, condition and value of particular areas, following research into the perception and preferences of the local community, visitors and experts about landscapes, with the focus on the advantages and disadvantages of their current management (as required by the European Landscape Convention). It was pointed out that the island has numerous advantages which have not been adequately recognised or used: public promotion of Cres has included only a small part of its landscape (reduced to its representative elements), through a narrow “tourist perception”. Moreover, it was determined that a larger part of the territory was exposed to dynamics and changes caused by abandonment of agricultural lands and rural settlements. After the analysis of the situation and following public discussions, three major challenges were identified:

- ▶ The island of Cres has rich territorial resources which could be used for economic development and jobs. The sustainable exploitation of these heritage resources should enable the creation of attractive jobs for the younger generations.
- ▶ The shortage of qualified staff capable of working with local elected representatives in mobilising resources for common projects results in initiatives that tend to be dispersed, incompatible or contradictory. Therefore, the mobilisation of all stakeholders would be needed to support and manage a common development project.
- ▶ The quality of life on the island and the seasonal tourism-based development are such that the local people have little thought for environmental, landscape and heritage qualities, so there are few initiatives which look for further economic development while respecting local resources.

To reply to these challenges, the *Island of Cres Territorial Strategy 2016-2025* was published in December 2015<sup>86</sup> as a long-term development strategy with four strategic guidelines and a number of objectives:

#### 1. Affirmation and valorisation of the island identity:

- ▶ preserving the natural and cultural heritage through its sustainable use in new development initiatives;
- ▶ strengthening community capacity to manage the heritage;
- ▶ raising community awareness of the values and potentials of the heritage.

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84. Local Development Pilot Projects: Island of Cres Territorial Diagnosis, Cres, May 2014, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806c5c59>, accessed 18 November 2017.

85. Local Development Pilot Project in Cres Island (Croatia), Project report 2010-2015, January 2016, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806c5c5a>, accessed 18 November 2017.

86. *Island of Cres Territorial Strategy 2016-2025*, Cres, December 2015, available at <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806c5bb4>, accessed 18 November 2017.

## 2. People and quality of life in the midst of development:

- ▶ bringing rural access to public and commercial services such as broadband internet up to the level available in larger urban areas;
- ▶ improving the demographic picture of the island by decreasing emigration and facilitating immigration of new residents.

## 3. Diversification of the economy based on local resources:

- ▶ developing economically sustainable and ecologically responsible agriculture;
- ▶ prolonging the tourist season and developing responsible tourism;
- ▶ reducing the dominance of the tourism sector by developing new, ecologically and socially acceptable economic activities;
- ▶ facilitating development initiatives by resolving property law problems.

## 4. Joint governance and shared responsibility for the island development:

- ▶ strengthening human and information resources necessary for the quality governance of island development;
- ▶ improving co-operation and co-ordination among stakeholders involved in island development and different development initiatives;
- ▶ strengthening the capacity of the stakeholders to launch new development initiatives by developing co-operation with other areas.

The Territorial Charter was drafted in late 2015 and it was planned to be adopted in 2016 but following a change of government it was delayed until the spring of 2017.<sup>87</sup> The results of this participatory process are set out in “The Development Charter for the Island of Cres”. This identifies the main strands of work carried out by the partners and guides the measures to be taken by the various private and public players over the middle and long term, and is adopted and signed by various LDPP partners and other stakeholders at national, regional and local levels, as an explicit commitment to realise the vision it sets out. Mediation, resolution of conflicts of interest and the participation of all stakeholders are essential to the success of this project, as is its management by national and regional players.

## SUMMARY OF PRINCIPLE RESULTS

The problems raised by territorial development and territorial heritage governance have become a central part of the European project and are the subject of many studies and much research. All of the activities pursued in these countries over the years, the length of this experiment and the successes and failures have led to the development of an original approach which has evolved in line with the new priorities of the Council of Europe and the work carried out at the European level. The European Union has decided to work with the Council of Europe in order to exploit the experience arising out of the LDPP scheme through a new Joint Programme Building Specialisation Strategies on Local Participation and Heritage Resources (STEPS),<sup>88</sup> a new pilot project based on urban territories utilising participatory mapping and mobilisation of cultural heritage resources in municipalities that are members of the Intercultural Cities network. This programme, launched in December 2016, is

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87. In April 2017 the Minister of Culture decided that the charter would be signed after the local elections in June 2017; the first signatories will be several ministries and the local and regional authorities.

88. See [www.coe.int/en/web/interculturalcities/cultural-heritage-and-diversity](http://www.coe.int/en/web/interculturalcities/cultural-heritage-and-diversity), accessed 17 November 2017.



initially operative from 1 April 2017 to 30 April 2018. From an open call for proposals, two territories (Lisbon, Portugal and Rijeka, Croatia)<sup>89</sup> have been identified to take part in the pilot project.

Although the development of new programmes is ongoing, a number of lessons and impacts can be highlighted for the future, based on the experience already gained. These show that many of the actions on territories have been in accordance with the recommendations of the Council of Europe's European Cultural Heritage Strategy for the 21st century,<sup>90</sup> as indicated below.

## Political

The recognition of the local dimension through the concept of territories indisputably marks a shift in the development and management of public policy in the countries involved, transforming the relationship between states and territories. Decentralisation was often one of the issues that came up in the context of this programme. It is no longer a question of implementing a predetermined public policy, but of designing and implementing local public policy measures involving a whole range of different and heterogeneous players. The territory is not viewed here as a new administrative level on which public policies should be implemented. The boundaries are not established with reference to a political/administrative area, but with reference to geographical proximity and the dynamics of the players who will rally around shared projects.

By accepting territorial development as a possible intervention model, a state confers a certain legitimacy upon territories. They become organisations which are competent both to represent a real social demand and to respond to it. Territorial development recognises that the local level should have a degree of autonomy to identify its own needs and make proposals for local action through local organisations in particular. This approach also means recognising the uniqueness of each territory and each development project, while also anchoring them in a national process and a national identity. By direct questioning of national and local institutions about their co-operation methods and their relationships, while stressing that responsibility for local development is shared and that it entails a process of co-operation between the local level and the national level, the LDPP made it possible to review the forms of governance that currently exist. Rather than merely asking local players for their opinion, the aim was to stimulate their participation in a collective construction process aimed at initiating public policy measures.

In this process of renewal of territorial governance, significant initiatives were launched in some countries (steering committees with members representing municipalities and ministries, working committees with members representing public-sector and private-sector players, engagement in co-operation programmes at EU level etc., development of participatory and structured practices to build the project).

The limitations of this programme are significant: there is a lack of co-ordination between national policies and local actions, relationships between central and local authorities are often problematic and poorly organised, and there is a low level of continuity of the structures created when the Council of Europe ends its involvement. Despite this, the initiatives that have been launched still constitute key points of reference for pursuing the experiment. The LDPP has helped to increase awareness of a power to act together – the sense of collective mobilisation – and recognition of the transformation that needs to take place in the relationship between states and territories to support local development processes as much as possible. It has introduced recognition of the local, or territory, level in the development process.

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89. See [www.coe.int/en/web/interculturalcities/-/selection-of-lisbon-and-rijeka-to-implement-the-pilot-project-on-cultural-heritage-and-diverse-societies-steps-](http://www.coe.int/en/web/interculturalcities/-/selection-of-lisbon-and-rijeka-to-implement-the-pilot-project-on-cultural-heritage-and-diverse-societies-steps-), accessed 18 November 2017.

90. See Appendix II for a full list of the recommendations in three categories.

## Institutional

The recognition of the territory as a relevant level for development requires robust dialogue mechanisms. However, although they seek decentralisation and power to act, local institutions are often fragile. Most notably they suffer from a lack of the human resources, skills and know-how necessary to complete a territorial development process successfully. The abilities of the professionals who were mobilised in these projects to deal with these issues were soon tested, and this happened within authorities which themselves had to satisfy European requirements. These professionals need to be able to draw on multiple kinds of know-how in a very wide range of areas: technical aspects of territorial diagnosis, strategic vision, programmatic approach, mobilisation of players and local networks, role of advice and support, communication skills, etc. All of these kinds of know-how led to the development of specific training sessions targeting these professionals who were mobilised, at both the local and national levels. Activities such as action learning, networking, field visits and training project managers in multiple skills were pursued. Particular emphasis was laid on leadership and facilitation ability (interpersonal and technical skills). This was not limited solely to project managers; the skills of partners were also tested and the skills of a wide range of players developed.

In addition to the skills of the professionals, local management structures were also put to the test: the practical arrangements essential in managing a project for two to four years needs to be confirmed before establishing permanent structures and the investment budgets with which to pursue activities. Financial contributions from all players involved at the local, regional and national levels are essential for success and sustainability. Support from the Council of Europe is a vital aid at this stage and is a sign and guarantee of feasibility.

The territorial approach disrupts the institutional framework and calls for the introduction of new governance tools. The adoption of a charter, accompanied by an investment programme, was one of the expected outcomes of the LDPP. Experience has shown that this requires a modification of the institutional frameworks in order to permit the innovations at both the conceptual level (cross-sectoral and integrated) and the operational level. Although the Territorial Charter has no legal force, it can nonetheless lead to numerous administrative decisions which do have legal force. It is an important tool for territorial development and regional planning, provided that both make it possible for the charter to be taken into account at the institutional level. The charter tool guarantees that heritage will be taken into account in development, planning, environment and energy policies because it is co-signed by the project's partners (cf. Recommendation D11: Develop new management models to ensure that heritage benefits from the economic spinoffs that it generates).

## Social

### Changing representations of the role of heritage by engaging players on a new level

The Faro Convention defines heritage as “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”. Heritage is a group of tangible and intangible resources which creates a link between past and future generations. It creates a collective dimension, because, when seen from this angle, conservation is in the general interest. Heritage is also regarded as a social construct, in that it only exists thanks to the community that will recognise it as a means of imparting values inherited from the past which it wishes to pass on. It is this process of recognition that gives rise to the concept of community property.

The territorial approach, intrinsic to the LDPP, has helped to promote this definition of heritage and share it on new levels by implementing it in projects led by communities and mobilising new players. The territory-led approach creates a broader vision of the concept of heritage which entails ownership by local populations. Heritage acts as a factor for territorial linkage through all of the events that relate to it and enable communities to identify themselves. Involving players and members of the public in the development of their heritage makes it more accessible (cf. Recommendation S2: Make heritage more accessible). Where, on the contrary, the process of heritage recognition is initiated from outside a territory, there are significant risks which we have seen in certain territories: local players do not take ownership and resident populations can be deprived of the main economic benefits.

The sharing of representations, contributions and exchanges lead to the emergence of new interventions and the development of new practices, and help to expand the horizons of the heritage policies as an aid to development. Because it regards heritage as a driver of development, the territorial approach develops the central role of the state in heritage policies (cf. Recommendation S1: Encourage the involvement of citizens and local authorities in capitalising on their everyday heritage).

### **Promotion of social dialogue to deal with the issue of territorial development**

The LDPP programme has promoted social dialogue in dealing with the issue of territorial development. The mobilisation of participants around the project was made possible by the recognition of heritage: the LDPP clearly derives its strength from the mobilisation and commitment of a diverse range of players: elected representatives, public officials, specialists, experts, leaders of associations, farmers, shopkeepers, developers, entrepreneurs, investors and, of course, members of the general public who live on or use the territory. Through day-to-day heritage enhancement processes (publications, exhibitions, scientific work, etc.) and through participatory heritage identification projects (mobilisation of schools, gastronomic heritage, use of heritage and landscape surveys, etc.), the players become mobilised for and around the project. The emergence and/or strengthening of certain players, notably civil society players, is a direct impact of this approach, which also requires work on supporting this mobilisation in the long term (cf. Recommendation S7: Develop and promote participatory heritage identification programmes).

### **Heritage as a tool for identification and belonging**

The territorial approach gives a new role to heritage in aiding the linkage of players with their territory. It becomes an aid to identification and belonging to a territory, a tool for mediation and a tie that binds communities together. Because the recognition of heritage makes it possible to develop a sense of belonging and ownership, it is a relevant catalyst for this mobilisation. This approach favours the mobilisation of new players in addition to traditional institutions: they recognise each other in this approach, and identify common interests in working together, pinpointing shared challenges and bringing to the fore a joint social demand. The LDPP provides a reassuring and suitable framework for mobilisation. The detailed work done in order to identify players within the territory, the mobilisation of these players around a joint project, the securing of the working environment, long-term commitment, and respect for community members and their individual commitments and viewpoints have made it possible to progress towards the creation of a shared project (cf. Recommendation S6: Create a suitable framework to enable local authorities and communities to take action to promote and manage their heritage).

## Economic and territorial development

### *Heritage as a tool for the revitalisation and development of territories*

Local development is an important tool in the cohesion policy of the European Union which has once again become a top priority since the economic and financial crisis of 2008. The economic and territorial development component of the European Cultural Heritage Strategy relates to the relationship between cultural heritage and territorial development, the economy and territorial governance in accordance with sustainable development principles.

In existing representations of the issue of heritage, local and national players do not always identify how heritage can be a driver of development. Interesting initiatives or examples of good practice are sometimes implemented in isolation within certain territories, but they often have no connection with the territory in which they occur. Beyond development for tourism purposes, which is often present but simplistic, the added value of heritage, which is a resource for the territory, is little recognised. Moreover, actions pursued in relation to heritage appear to lack direction and scope for development, even when it is known that it will be very difficult to go back over certain projects to alter them and make them a core focus if they have been poorly designed. One of the aims of the LDPP was to tackle this issue in order both to conserve heritage and also to revitalise and develop territories. During the process that was initiated, the aim was to investigate the link between heritage and economic development. At the end of this experiment, it can be noted that the LDPP helped to develop representations of heritage in terms of its role, and especially in terms of its contribution to wealth creation for territories. Taking the example of Cres, following the Heritage Survey a number of priority sites were selected as having potential for commercial investment or use. PTA documents (as used in the Ljubljana Process – see Chapter 2) were prepared for each of these sites, to develop further the rehabilitation proposals<sup>91</sup> (cf. Recommendations D4: Produce heritage impact studies for rehabilitation, construction, development and infrastructure projects; and D5: Encourage re-use of heritage).

Because it gives specific qualities to territories, heritage is an essential dimension of territorial resources. The concept of heritage that is alluded to here is that of shared heritage, in a broad sense with reference to the Faro Convention – the history, culture, know-how, landscapes, nature, and so forth that shape a territory's identity and make it unique. From being simply a conservation tool, heritage is transformed into a resource for the creation and development of territories. The broader approach of the concept of heritage developed by a community creates an opportunity for ownership around the concept of community property and thereby makes it possible to use it in a responsible and sustainable manner; involvement in projects and co-construction makes local economic players aware of the impact of heritage on their activities (cf. Recommendation D2: Support and promote the heritage sector as a means of creating jobs and business opportunities).

This approach helps to mobilise and organise economic players. Because an organisation develops at territory level, it becomes possible for economic players to participate in its creation and engage in dialogue with partners. It favours intersectoral approaches (such as tourism/agriculture) which create new sources of economic development. It raises the issue of innovation by investigating the ways in which local resources are developed. Heritage makes territories more attractive and raises their profile through a series of actions which promotes them while also ensuring that this heritage is protected (cf. Recommendation D10: Use the cultural heritage as a means of giving the region a distinctive character and making it more attractive and better known).

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91. Document AT(2015)328: Local Development Pilot Projects (LDPP): LDPP Cres (Croatia) and Debar Reka ("The former Yugoslav Republic of Macedonia"): Heritage Survey (2012-2014) – Report on activities.

The mobilisation of heritage for development often proves to be an alternative development option to traditional development models. This is what this programme revealed: the work that was initiated here often raised the issue of a different development model which made it possible to respond to economic development issues in territories in a different way. Although the impact of this programme on employment (direct or indirect) was small, the LDPP has undeniably helped to identify new sources of employment in the territories by recognising their unique characteristics. It has helped to foster a different approach to development by giving some responsibility to local communities for choosing their future and managing change, in line with national priorities and in co-operation with all public-sector and private-sector players at the local, regional and national levels.

## **The difficulty of striking a balance between short-term needs and long-term potential**

The LDPP is a long-term project, whereas some of the situations that were encountered require immediate actions. This trade-off between the short term and the long term is a major challenge: recognition of the natural and built heritage in infrastructure development projects can, if not properly done, cause the heritage to be permanently denatured. However, in many local situations, one might ask how priorities will be set at local level if local institutions have to choose between the basic and immediate needs of populations (such as access to drinking water, modern transport infrastructures or a functional health-care system) and investments in heritage activities whose added value is not always immediately perceived. Real involvement of local and national players, constant education and pilot actions were implemented in order to address this difficulty. Activities such as the Faro workshops<sup>92</sup> could form part of an appropriate response in the future. However, long-term project management must also be accompanied by actions which address short-term issues.

## **Knowledge and education**

### **A shared culture of territorial development at the network level**

The concept of territorial development is central to European issues. In order to support the necessary transformations in state institutions required to promote territorial development, the network of players created around the LDPP has helped to foster a shared culture in relation to the challenges, goals and means of territorial development in the service of heritage. Through the regular sessions the network devoted to this question, either during joint meetings, field or training visits, or by carrying out specific actions, the players within the network have been able to foster a shared awareness of the challenges and aims of territorial development in the service of culture and heritage. In future these players will be able to drive such processes in the institutions in their home countries (especially ministries of culture) in order to aid the promotion of the Faro principles, among other things. This network has served as a forum for the exchange of practices, and has thus helped to improve the quality of the projects (cf. Recommendation K10: Encourage and support the development of networks).

## **Heritage as an important tool to develop knowledge and the territorial approach**

Territories are a social construct: this experiment once again makes it possible to check the constructed size of territories and define them according to their landscape, cultural and geographical values which a community recognises and through which it affirms its existence. This is where

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92. See "Faro in Action", available at [www.coe.int/en/web/culture-and-heritage/faro-in-action](http://www.coe.int/en/web/culture-and-heritage/faro-in-action), accessed 18 November 2017.

the concept of a community is of central importance, because a territory only exists through the community that relates to it, beyond administrative or institutional limits (cf. Recommendation S1: Encourage the involvement of citizens and local authorities in capitalising on their everyday heritage). In order to recognise the unique characteristics and advantages of a territory, the community should develop efforts to get to know it and understand it in depth, facilitating and strengthening awareness of what makes up the territory's heritage. This knowledge will enable heritage to be taken into account in projects (cf. Recommendation D6: Ensure that heritage is taken into account in spatial, environmental and energy development policies).

Heritage acts as a form of education regarding territories: day-to-day development of heritage makes it more accessible. Participatory heritage identification projects such as participatory inventories, help to develop knowledge of the territory. The tools and aids that are created make it possible to share this knowledge. Discovery workshops in schools, exhibitions for the general public, new ways of using traditional materials and so on make it possible to explore new practices (cf. Recommendations K2: Implement measures to encourage young people to practise heritage; and K11: Explore heritage as a source of knowledge and inspiration).

Heritage encourages the recognition of certain kinds of know-how and specific professional skills: the heritage of a territory can be the stimulus for the development of such know-how (for example, a school which teaches dry stone walling was opened in 2008 in the Karst region) (cf. Recommendation K7: Ensure that the knowledge and skills involved in heritage trades are passed on). Such training and the consequent enabling of long-term work fosters a shared and strengthened understanding of the value of heritage for society and for the development of the territory.

## Site significance

Better knowledge of heritage, the recognition of heritage by a larger number of people and a wider view of heritage, based on the broad view proposed by the Faro Convention, will enable readier recognition of that uniqueness of particular territories which enables people to locate and identify themselves and recognise the value of a place. In LDPP territories, a narrative about the identity of territories and their unique characteristics, centred on heritage values, has gradually taken shape. This awareness of a heritage shared by a community was already present in some cases when the projects began but it has increased over the years. In a societal context in which there is a greater desire to consider these issues, and through their activities, local communities have contributed significantly to this change.



## Chapter 5

# Technical Co-operation and Consultancy Programme: conclusions and future perspectives

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*John Bold*

### REFLECTIONS ON THE PROGRAMME

The Technical Co-operation and Consultancy Programme (TCCP), as it has evolved over 40 years, has had an unquestionably profound impact on European heritage policy and practice, warmly acknowledged in the countries, territories and towns of its activities, unacknowledged but tacitly influential elsewhere.<sup>93</sup> The impacts of the TCCP may be directly recognised through the accounts of the major projects described in this book. These impacts have been both direct, as described here, and indirect, so less quantifiable, in their endorsement of a climate of feeling and influence in which the cultural heritage has been accorded a formative role in society through the programme's assiduous and cumulative effect on the ways in which heritage has been interpreted and deployed over the last 20 years, situating it as an agent for present and future development and social cohesion, far beyond its traditional role as a mere survivor of a cherished past.

From directly within the TCCP there have been numerous standard-setting publications over many years which have charted its progress in the care of heritage and its social positioning. Those relating to the Regional Programme on Cultural and Natural Heritage in South-East Europe (RPSEE), covering the methods and impacts of the projects, the legislative and administrative systems and the funding of the heritage, have been itemised above in Chapters 1 and 2; in addition we might note the major contributions to the standardisation of documentation – *Guidance on inventory and documentation of the cultural heritage* (2001, reprinted 2009) – and the significant reflections on the evolution of urban rehabilitation from an initial focus on restoration towards a recognition of its wider role as a factor in ensuring the quality of life, social cohesion and economic development – *Guidance on urban rehabilitation* (2004). The application of this evolving approach to towns has been described

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93. For example, much of *Conservation principles, policies and guidance*, issued by English Heritage (now Historic England) in 2008, might be read as an implicit acknowledgement of the philosophy of the Faro Convention and, by extension, the principles of the TCCP.



in Chapter 3 and has been further recorded in one specific case study – *Urban rehabilitation policy in Tbilisi (Georgia)* (2002). The number and quality of the publications, and their positive critical reception, particularly within the countries on which they focus, where some of them have been translated into the national languages,<sup>94</sup> implies a high level of visibility for the Council of Europe and its activities. But there is scope for improvement in the marketing and dissemination of these valuable publications. It has been a finding within the projects described here that better promotion and communication of Council of Europe responsibilities and activities is needed, through both the making available of publications and in the accessibility of the Council of Europe’s website. In the world of heritage in general, there is a risk of preaching primarily to the converted, a redeemable problem which the implementation of the recommendations of the European Cultural Heritage Strategy for the 21st century<sup>95</sup> will go some way towards countering (Appendix II).

Within the projects described in this book, it has been noted that there have been three major shifts in approach which have accompanied the 21st century TCCP which has now itself been subject to major shifts, firstly from the Directorate of Culture and Cultural and Natural Heritage to the Democratic Governance Directorate of the Council of Europe and subsequently (1 September 2017) to the Directorate of Democratic Citizenship and Participation. This organisational move, together with the shifts in approach, suggests a much greater visibility for the programme. The shifts may be summarised as follows:

- ▶ Projects have seen a significant change in spatial scale, particularly in relation to towns and territories (notably acknowledged here as social constructs), enabling a more holistic view of developments within socio-economic contexts.
- ▶ There has been a significant extension to the duration of programmes, well beyond the original practice of producing an expert report after one or two visits. This enables an evolving approach allowing time for fuller collaboration with local experts and other stakeholders, ensuring the much greater and more broadly-based impact which is required for the sustainability of the methods used and recommendations proposed.
- ▶ There has been a recognition of the key role played by local people not only in the implementation of projects but also in their devising and development, an important underlining of the point made earlier in this book that technical co-operation and consultancy is an essentially collaborative process.

These shifts in approach have supported the move enabled by the TCCP towards a much broader vision of heritage – not only in its scope and impacts, but even more basically in what it consists. It is notable that there was a conscious effort in the IRPP/SAAH (Chapter 2) to expand the range of candidates for rehabilitation beyond the traditionally acknowledged heritage assets – churches, mosques and archaeological sites – to include vernacular, industrial and infrastructural buildings; in the towns projects (Chapter 3) to embrace the whole of the urban fabric, not just the jewels; and in the territorial projects (Chapter 4) to view the territory holistically with integrated approaches towards building a new sustainable development model. The acknowledgement and celebration of the more ordinary built heritage broadens the scope of projects, increases the site significance (and economic potential) of a wider spectrum of buildings and sites, and most importantly enlists the support and endorses the values of ordinary citizens: this is the stuff of everyday life and its significance is recognised.

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94. *Guidance on the development of legislation and administration systems in the field of cultural heritage* has been translated in both Serbia and Montenegro; *Guidance on urban rehabilitation* in Serbia; *Guidance on inventory and documentation of the cultural heritage* in both Montenegro and “the former Yugoslav Republic of Macedonia”.

95. CDCPP(2016)10 parts 1 and 2.

The projects described have demonstrated a range of impacts beyond the welcome financial support for the rehabilitation of individual sites, a particularly notable aspect of which has been the channelling of internal national funding as well as the encouragement of support from the EU and other national and international agencies. There has been continuing strong political support overall for the work, notwithstanding political (and institutional) discontinuity which has hampered or delayed progress in some countries which have experienced changes of government and personnel. There has also been a much greater acknowledgement of the role of local participants in projects. The Council of Europe has tended to act in the past through the national authorities and has not always penetrated to the regional and local levels, or successfully encouraged the participation of NGOs. These projects have demonstrated the efficacy of doing this, a lesson to be carried forward into the future. Institutionally, the contribution to capacity building through advising on responsibilities, encouraging better training and increased staffing has increased professional confidence and competencies, although under-resourcing remains a problem for heritage management in many countries.

The widespread adoption of the methodologies introduced by the TCCP has underlined their utility and transferability – the guidance books, project documents and publications provide frameworks for action, to be adopted and adapted to circumstances rather than applied rigidly. But notwithstanding the adoption of methodologies for identification and assessment, there remains a potential problem with the sustainability of projects and methods since there is no guarantee that initiatives once begun will continue after the Council of Europe has left and the pressure of day-to-day business takes over. There is a good case for recommending that each country, territory or town should have a dedicated, trained person in place to arrange such publicising activities as Heritage Days, ensure the continuity of projects and methods and the continuing dissemination of results and benefits, encouraging continuing activity. Success and the demonstration of evident benefits engender further participation and increase public confidence in the role of heritage in sustainable development processes. In some cases, follow-up procedures might also be extended to the setting-up with TCCP advice of national task forces, supported by Council of Europe experts, charged in particular with identifying and sharing good practice, enabling the pooling of experience which may easily become dispersed or forgotten after projects have been completed. Too often, programmes founder when the initial, enthusiastic and committed contact person moves on, without a succession plan.

## Strategy 21

Considering the projects in the context of Strategy 21, it is apparent that all of the recommendations (Appendix II) may be cross-referenced to the impacts and outcomes of the projects described in this book on monuments and sites, towns and territories. The active involvement of citizens, the involvement of local government and the empowering of local communities, the encouragement of public-private partnerships and the increasing accessibility of the heritage reflect the social mission of the Strategy. The shared approach to projects has enabled contacts to be made, experiences and professional skills to be shared across borders, making the transmission of fundamental European values a reality. The diversity of the heritage has been shown to be a strength, bringing people together in identifying heritage and learning from each other in a participatory social process: this is the “heritage community” of the Faro Framework Convention on the Value of Cultural Heritage for Society (2005), engaged in dialogue on the common heritage for which we have a common responsibility.

The economic and territorial development component of the Strategy accords with the successfully fulfilled project aims of enhancing professional competencies, introducing new management models, using heritage as a resource (creating opportunities for business, jobs and tourism), finding

alternative uses for buildings, situating them in development planning and using the cultural heritage to underline the distinctiveness of place. The development of knowledge banks, the incorporation of heritage in school curricula, the setting up of networks and the holding of workshops and training events, in an attempt to ensure that skills may be not only learned but also passed on, have all contributed to the knowledge and education component of the Strategy.

## FUTURE PERSPECTIVES

The message to be carried forward from this brief consideration of impacts, which have been elaborated in greater detail in the chapters above, is that the TCCP is at its most effective when it reaches out to engage communities, mediated by political and institutional protocols but ultimately striving for sustainable local benefits. The importance of the incorporation of heritage into local socio-economic development strategies cannot be overstated since this situates it at the heart of where people live and work. This is where the sense of identity and belonging may be reinforced through education and through an enhanced understanding of the benefits which devolve from the built heritage and heritage-related activity. Such activity represents a tangible manifestation and fulfilment of the principal ambitions of the Faro Convention: managing diversity, improving the living environment and quality of life, and developing democratic participation.<sup>96</sup> Strategy 21 and the Faro Convention here work together as guides to social involvement, community collaboration and awareness-raising. In the ambition to involve society at all levels, the Strategy may be utilised at the planning stage of projects, with selected site- and case-specific recommendations, tailored to circumstances, built into the project plan in order to enable ongoing impact assessment.

Project planning may usefully include consideration of situations and capacities through the use of heritage assessments as part of an initial scoping procedure. This may be recommended, based on TCCP experience, as an essential starting point for new activities, enabling an assessment, alongside the recommendations of the Strategy, of resources, rights and responsibilities, education and training in order to provide a context for any proposed project. The heritage assessment template has been regularly revised since its first publication in 2005 for successive projects in response to circumstances, importantly with the addition of associated action plans and monitoring mechanisms (Chapters 2-3).<sup>97</sup> A revised assessment template would be an invaluable tool for judging the viability and utility of projects and the potential outcomes for the beneficiaries, as well as enabling auditing and assessment procedures during the course of the project and at its conclusion. Such an assessment may serve as a means to identify gaps in capacity or intention which may be subject therefore to resourcing initiatives or to project redirection towards conclusions with a wider focus and applicability and a greater potential for transferable results, beyond the intended local outcomes.

A caveat based on the experience of TCCP projects may be entered here: the need to guard against any tendency towards continuing to view heritage as an activity for an elite. The long-standing view of the assessment and selection of heritage assets being solely a result of the top-down deliberations of experts must be dispelled along with the notion of the “authorised heritage discourse”.<sup>98</sup> The TCCP has done much in the projects described here, and indeed in earlier projects, to overcome this traditional reliance on established expertise alone, by involving local communities. But more is needed and this will be a complicating factor in future projects since it is easier to identify and maintain the interest of one or two experts than to engage and keep fully informed a larger

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96. Council of Europe, *op.cit.*, 2013.

97. Council of Europe, *op.cit.*, 2005; Ljubljana Process II: Rehabilitating our common heritage: Terms of reference for the heritage assessment (AT(2012)311fin).

98. Smith L. *Uses of heritage*, Routledge, London, 2006.

community, particularly in those cases, of which there are many, when the community has not been so empowered in the past, when it is composed of multi-ethnicities, when a range of languages is spoken, and when mere travel to a meeting place may be problematic. So there are both time and cost elements to be considered in such cases when travel, translation and continuing, consistent communication must be included in planning in order to enable the fullest possible community engagement.

Future TCCP projects based on the long-established notions of integrated conservation and sustainable development, with the additional requirements of fulfilling the social agenda of the Faro Convention and the procedural ambitions of the recommendations of the Strategy may not look so very different from the projects carried out in recent years which have, perhaps predictively in some cases, fulfilled many of these requirements. Any difference may perhaps lie in the degree to which these considerations become more overt and clearly expressed than tacit, as an aid to ongoing evaluation. Many of the major issues addressed in previous projects will recur: the need to engage the wider community, the development of a culture of networks, the strengthening of institutions, the encouragement and enabling of dialogue, and the use of heritage as a tool for revitalisation and development. Political cultures may continue to present their own challenges: a reluctance to devolve powers (and possibly access) to regions, notwithstanding the perceptible shift in some places towards a more territorial approach, and the privileging of short-term needs over long-term potential, rooted in the pragmatism and cynicism inherent in short political terms of office. It is in order to counter political expediency in achieving the longer-term sustainability of processes and outcomes that dedicated staff and task forces, outlasting terms of political office, may be recommended.

In the Namur Declaration (2015, Appendix I),<sup>99</sup> Ministers of the Council of Europe responsible for Cultural Heritage called for the redefinition of cultural heritage strategy in response to the enormous challenges facing contemporary society – demographic changes (which include the radical shifts in population in town centres and the depopulation of villages and former industrial regions), climate change (and natural disasters), migration, and socio-economic and political crises. The TCCP has long demonstrated its flexibility in application and its capacity for rapid and timely response to crises. Now in the Directorate of Democratic Citizenship and Participation of the Council of Europe, at the political heart of promoting democracy, defending human rights and advancing the rule of law, it has the potential to become still more engaged in the larger issues which impact upon and are informed by the cultural heritage in all of its many ramifications. Here in a department with a very wide remit, is the opportunity to situate heritage and the TCCP at the centre of transversal discussions on these major issues, identified in Namur, working with other departments of the Council of Europe and also with ICCROM, ICOMOS, UNESCO and the European Union (which has affirmed heritage as one of its priorities for 2015-18). The Namur Declaration recommended such international co-operation in order to enable the exchange of experience and best practices and to create synergies with other regions of the world: at a time of finite and diminishing resources, duplication of activity is an indulgence to be avoided. To take one example of potential collaboration, ICOMOS is considering the possibility of reviewing standards for the reconstruction of monuments and sites, an initiative in which the Council Europe should surely be exploring collaborative possibilities, particularly following the recommendation of its own Parliamentary Assembly on cultural heritage in crisis and post-crisis situations (see Chapter 1). In the past the Council of Europe has made recommendations on risk-preparedness but now is surely the time (as Italy continues to be subject to a

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99. Council of Europe, Namur Declaration – “Cultural heritage in the 21st century for living better together. Towards a common strategy for Europe”, 2015.

series of devastating earthquakes) for investigating how the organisation might best advise on the procedures and protocols to be followed after disaster. The development of post-disaster strategies for the heritage and its associated society following war or natural disaster is a regrettable but major issue for our times: the TCCP has a potentially major role to play in canvassing views, harnessing opinion and possibly producing a guidance document to inform future reactions so that responses to disaster do not need to be reinvented after each occurrence.

The TCCP has, over 40 years, demonstrated a capacity to respond flexibly and innovatively to changing socio-economic and political circumstances, situating the heritage at the heart of solutions to social questions. It has built its deserved reputation on its dedication and its commitment to seeing heritage as a fundamental component of a free and democratic society. It has done this by consistently arguing for the social role of heritage and equally consistently demonstrating it in practice through projects. In so doing it has developed widely accepted methodologies and guidance documents alongside its site-specific reports, but it is essentially non-prescriptive in the frameworks for action which it recommends. TCCP recommendations are made in response to requests; they are achieved through a collaborative, consensual process; they are rooted in specific times and places; they are timely and conditioned to circumstances; they are not generic, but their findings may well be transferable to analogous situations. It is for these reasons that the Technical Co-operation and Consultancy Programme is held in such high esteem as a vital component of the ongoing social and political mission of the Council of Europe.

## Appendix I

# The Namur Declaration

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**T**he European ministers responsible for cultural heritage from the 50 states parties to the European Cultural Convention met in Namur (Belgium) on 23 and 24 April 2015 for their 6th Conference entitled “Cultural heritage in the 21st century for living better together. Towards a common strategy for Europe”. The conference was held in the framework of the Belgian Chairmanship of the Committee of Ministers of the Council of Europe and concluded with the adoption of the Namur Declaration to define the objectives for a European heritage strategy.

### THE NAMUR DECLARATION: CM(2015)94

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 Portorož 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 lifelong 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 competencies 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 sectoral 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 lifelong training; combating social dumping where heritage-related labour is concerned;
- Guidelines: support the exchange of knowledge, ideas and best practice; develop and co-ordinate 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 II

# European Cultural Heritage Strategy for the 21st century: components, challenges and recommendations

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**E**ach component of the European Cultural Heritage Strategy for the 21st century is linked to a series of challenges, some of which interact with one or both of the other components. A number of recommendations have been formulated to address these challenges. The Strategy states that it is for each state to implement these recommendations in line with its priorities, means and resources. The challenges and recommendations are linked to the three components and are identified as follows:

### THE SOCIAL COMPONENT (S)

- The social component harnesses the assets of heritage in order to promote diversity, the empowerment of heritage communities and participatory governance.
- The social component focuses on the relationship between heritage and societies, citizenship, the transmission and sharing of democratic values by means of methods of participatory and good governance through participatory management.

### Challenges

- S1. Living in peace
- S2. Improving quality of life
- S3. Contributing to people's well-being and good health
- S4. Preserving the collective memory
- S5. Establishing good governance
- S6. Promoting participatory management
- S7. Optimising implementation of the conventions
- S8. Promoting an inclusive approach to heritage

## Recommendations

- S1. Encourage the involvement of citizens and local authorities in capitalising on their everyday heritage
- S2. Make heritage more accessible
- S3. Use heritage to assert and transmit the fundamental values of Europe and European society
- S4. Promote heritage as a meeting place and vehicle for intercultural dialogue, peace and tolerance
- S5. Assess citizen participation practices and procedures
- S6. Create a suitable framework to enable local authorities and communities to take action to promote and manage their heritage
- S7. Develop and promote participatory heritage identification programmes
- S8. Encourage heritage rehabilitation initiatives by local communities and authorities
- S9. Support intergenerational and intercultural projects to promote heritage
- S10. Facilitate and encourage (public and private) partnerships in cultural heritage promotion and conservation projects

## THE ECONOMIC AND TERRITORIAL DEVELOPMENT COMPONENT (D)

- The economic and territorial development component seeks to strengthen the contribution of heritage to sustainable development, based on local resources, tourism and employment.
- The economic and territorial development component focuses on the relationship between cultural heritage and spatial development, the economy and local and regional governance with due regard for the principles of sustainable development.

## Challenges

- D1. Building a more inclusive and cohesive society
- D2. Developing Europe's prosperity by drawing on its heritage resources
- D3. Ensuring that Europeans enjoy a high quality of life, in harmony with their cultural and natural environment
- D4. Implementing the principle of integrated conservation
- D5. Ensuring that heritage is taken into account in sustainable spatial development strategies and programmes
- D6. Developing the ability of public services to address sustainable spatial development issues by means of better use of heritage
- D7. Preserving and developing the ability of public services to address heritage issues
- D8. Increasing the use and re-use of heritage

## Recommendations

- D1. Promote cultural heritage as a resource and facilitate financial investment
- D2. Support and promote the heritage sector as a means of creating jobs and business opportunities

- D3. Promote heritage skills and professionals
- D4. Produce heritage impact studies for rehabilitation, construction, development and infrastructure projects
- D5. Encourage the re-use of heritage
- D6. Ensure that heritage is taken into account in spatial, environmental and energy development policies
- D7. Give consideration to heritage in sustainable tourism development policies
- D8. Protect, restore and enhance heritage, making greater use of new technologies
- D9. Use innovative techniques to present cultural heritage to the public, while preserving its integrity
- D10. Use the cultural heritage as a means of giving the region a distinctive character and making it more attractive and better known
- D11. Develop new management models to ensure that heritage benefits from the economic spinoffs that it generates

## **THE KNOWLEDGE AND EDUCATION COMPONENT (K)**

- The knowledge and education component focuses, through heritage, on education, research and lifelong training issues, by establishing heritage knowledge centres and centres for training in heritage arts and crafts, by means of appropriate teaching, training and research programmes.
- The knowledge and education component focuses on the relationship between heritage and shared knowledge, covering awareness-raising, training and research.

## **Challenges**

- K1. Helping to foster a shared knowledge society
- K2. Identifying, preserving, transmitting and sharing heritage knowledge and skills
- K3. Raising awareness of the values conveyed by heritage
- K4. Ensuring heritage stakeholders have access to lifelong training
- K5. Guaranteeing a high technical level for all heritage trades and crafts
- K6. Supporting, strengthening and promoting intergovernmental co-operation
- K7. Encouraging heritage research
- K8. Enlisting the commitment of young people to heritage

## **Recommendations**

- K1. Incorporate heritage education more effectively in school curricula
- K2. Implement measures to encourage young people to practise heritage
- K3. Encourage creativity to capture the attention of the heritage audience
- K4. Provide optimum training for non-professional players and for professionals from other sectors with a connection to heritage

- K5. Diversify training systems for heritage professionals
- K6. Develop knowledge banks on local and traditional materials, techniques and know-how
- K7. Ensure that the knowledge and skills involved in heritage trades are passed on
- K8. Guarantee the competencies of professionals working on the listed heritage
- K9. Develop study and research programmes that reflect the needs of the heritage sector and share the findings
- K10. Encourage and support the development of networks
- K11. Explore heritage as a source of knowledge and inspiration

For further information see the Recommendation of the Committee of Ministers to member States on the European Cultural Heritage Strategy for the 21st century: CM/Rec(2017)1 (adopted by the Committee of Ministers on 22 February 2017 at the 1278th meeting of the Ministers' Deputies).

## Appendix III

# Technical Co-operation and Consultancy Programme: timeline

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**1949** Statute of the Council of Europe (London), promoting greater unity between member states by “safeguarding and realising the ideals and principles which are their common heritage”

**1954** European Cultural Convention (Paris): objects of cultural value are the responsibility of individual states but should also be regarded as integral parts of the common cultural heritage of Europe

**1973** “Rules for technical assistance relating to the integrated conservation of the cultural heritage of monuments and sites” adopted

**1973** Launch of exemplary pilot projects on integrated conservation of historic towns

**1975** European Architectural Heritage Year; European Charter of the Architectural Heritage; Amsterdam Declaration

**1976** Resolution (76) 28 concerning the adaptation of laws and regulations to the requirements of integrated conservation of the architectural heritage

**1977** First technical assistance mission, on the integrated conservation of the historic quarter of the Münsterberg, Breisach-am-Rhein, German Federal Republic

**1979** Revised rules for technical assistance (re-emphasising integrated conservation and speeding up Council of Europe procedures)

**1985** Convention for the Protection of the Architectural Heritage of Europe (Granada)

**1987** Revised rules for technical assistance (allowing for longer investigations, over 2-3 years, taking note of the wider built environment and allowing for follow-up missions)

**1992** New rules for Technical Co-operation Programme (TCCP), extending scope of applications in response to the increase in number of member states, allowing for workshops, pilot projects and financial contributions to enable the launch of activities

**1992** European Convention on the Protection of the Archaeological Heritage (Valletta)

**1993** Declaration on cultural co-operation for creating a cohesive yet diverse Europe (Vienna)

**1993** Council of Europe and EU “joint programmes” agreed in pursuit of common aims: protection of democracy, respect for human rights and fundamental freedoms, and the rule of law

**1993** Specific action plans introduced (over 2-5 years, with workshops, multi-disciplinary activities, technical co-operation, pilot operations, training programmes and public-awareness campaigns), e.g. Baltic States (1993)

**1994** Introduction of TCCP Follow-Up Programme for implementation of recommended strategies and actions



- 1995** Recommendation No. R (95) 3 on co-ordinating documentation methods and systems related to historic buildings and monuments of the architectural heritage
- 1995-98** Training programmes for central and east European heritage professionals in France (1995), England (1996) and Belgium (1998)
- 1996** Legislative Support Programme
- 1996** Karst (Slovenia) Pilot Project launched – forerunner of the territorial approach to development
- 1997** Technical co-operation for the city of Lisbon, leading to the “Lisbon debate” on urban rehabilitation
- 1998-2001** Specific Action Plan for Tbilisi, Georgia
- 2000** EU “Culture 2000” programme
- 2000** Recommendation No. R (2000) 1 on fostering transfrontier co-operation between territorial communities or authorities in the cultural field
- 2000** European Landscape Convention (Florence)
- 2000** Guiding principles for sustainable spatial development of the European continent (Hanover)
- 2000** *Guidance on the development of legislation and administration systems in the field of cultural heritage* (revised 2011)
- 2001** Council of Europe and EU “Joint Declaration on co-operation and partnership” (with Memorandum of Understanding 2007): to promote democratic stability and peace in Western Balkans and South Caucasus
- 2001** Council of Europe “Elements for evaluation” of the TCCP
- 2001** Resolutions and declaration on international and transfrontier co-operation to preserve and enhance the distinctive heritage of communities, maintaining cultural diversity and identity (Portorož)
- 2001** *Guidance on inventory and documentation of the cultural heritage* (2nd edition 2009)
- 2002** *European cultural heritage* (2 volumes: collected texts and review of policies and practice)
- 2002** Recommendation Rec(2002)1 on the Guiding principles for sustainable spatial development of the European Continent
- 2002** Reference framework for the Technical Co-operation Programme: Sustainable Development Strategy
- 2002** *Urban rehabilitation policy in Tbilisi (Georgia)*
- 2003** Creation of Directorate of Culture and Cultural and Natural Heritage, with emphasis on its role in sustainable development
- 2003-14** Regional Programme for Cultural and Natural Heritage in South-East Europe (RPSEE, in partnership with the European Commission): A. Institutional Capacity Building Plan; B. Integrated Rehabilitation Project Plan/Survey of the Architectural and Archaeological Heritage; C. Local Development Pilot Project
- 2003-04** Heritage assessments introduced (revised: for the Kyiv Initiative Pilot Project 2010, for Ljubljana Process 2012, for COMUS 2014)
- 2004** *Guidance on urban rehabilitation*
- 2004** First prioritised intervention lists in South-East Europe (further lists 2008 and 2012)

- 2004-11** Reconstruction Implementation Commission (RIC) for Serbian Orthodox religious sites in Kosovo\*
- 2004-15** Support to the Promotion of Cultural Diversity in Kosovo\* (PCDK) programme
- 2005** *Guidance on heritage assessment*
- 2005** Framework Convention on the Value of Cultural Heritage for Society (Faro)
- 2005-06** Regional Programme for Cultural and Natural Heritage in South Caucasus; Kyiv Initiative: democratic development through culture
- 2008** *Integrated management tools in the heritage of South-East Europe; Analysis and reform of cultural heritage policies in South-East Europe; Sustainable development strategies in South-East Europe*
- 2008-09** Post-conflict actions (for the social and economic revitalisation of communities and cultural environment) in Georgia
- 2008-10** Ljubljana Process I – Funding heritage rehabilitation in South-East Europe
- 2008-11** EC HerO project (Heritage as Opportunity)
- 2009** *Heritage and beyond*
- 2009** *Funding the architectural heritage – A guide to policies and examples*
- 2009-12** Kyiv Initiative Regional Programme: Pilot Project on the Rehabilitation of Cultural Heritage in Historic Towns
- 2010** Council of Europe “Elements for the evaluation” of the TCCP
- 2011** Move of TCCP to Democratic Governance Directorate of the Council of Europe
- 2011-14** Ljubljana Process II – Rehabilitating our common heritage, overseen by the Regional Co-operation Council
- 2014-15** Territorial diagnosis introduced through Heritage Survey (developed since 2012) and Landscape Survey
- 2014-16** *The wider benefits of investment in cultural heritage; Heritage for development in South-East Europe; The politics of heritage regeneration in South-East Europe* (all on the Ljubljana Process)
- 2015** Namur Declaration and Namur Call (6th Conference of European Ministers responsible for cultural heritage)
- 2015** European Parliament Communication “Towards an integrated approach to cultural heritage for Europe”
- 2015** Parliamentary Assembly adoption of report and recommendations on cultural heritage in crisis and post-crisis situations
- 2015-17** Community-Led Urban Strategies in Historic Towns (COMUS)
- 2017** European Cultural Heritage Strategy for the 21st century (Strategy 21) launched (Limassol)
- 2017** Opening of the Council of Europe Convention on Offences relating to Cultural Property for signature, Nicosia, Cyprus, 19 May 2017
- 2017** Move of TCCP to Directorate of Democratic Citizenship and Participation on 1 September 2017
- 2018** European Year of Cultural Heritage designated by the EU



# Contributors

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**Anne Pisot** is a trained economist who works as a territorial development consultant. She specialises in supporting rural territories' stakeholders with regard to their strategy for change. She has worked as an expert for the Council of Europe on projects concerning territorial development and heritage enhancement with a view to fostering sustainable transition processes. She was in charge of establishing the Regional Nature Park of Chartreuse (France), and subsequently became its director.

The work of the Council of Europe in the field of cultural heritage has increasingly emphasised an integrated approach that combines the promotion and protection of cultural diversity, democratic governance and democratic innovation.

This publication on the Technical Co-operation and Consultancy Programme (TCCP) not only presents an overview of the Council of Europe's work in the field of cultural heritage over the last 40 years, but also lays out the evolutionary progression of the Organisation's work in this field, offering a comprehensive analysis of its activities and demonstrating the role of heritage in revitalisation and sustainable development. The analysis presents three main perspectives – monuments and sites, historic towns and territories – through the processes and results of major heritage projects conducted within the TCCP, in association with the European Commission, since 2003.

It is hoped that the experience and methodologies of the TCCP will provide insight for future initiatives, capitalising on the opportunity to situate heritage in transversal projects that address major contemporary issues such as demographic change, migration, socio-economic crises and climate change.



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