

METHODOLOGY



WHY SHOULD WE USE STRATEGY 21?

Society's approach to cultural heritage has changed significantly over the last few decades. Today we complement the conservation and management of cultural assets with a collective participation in heritagisation processes. This has led to a broader concept of heritage and the involvement of many stakeholders, such as international institutions, administrations at national, regional and local levels, professional associations and a large number of citizens who share their interests in cultural heritage.

The Council of Europe Strategy 21 aims to generate positive impacts on social, economic and education areas by applying a new intervention logic that proposes the cross-sectoral cooperation of stakeholders in cultural heritage work. Therefore, it is important to clarify their roles and interactions so that they are not duplicated or nullified.



WHO CAN USE STRATEGY 21?



INSTITUTIONS AND ADMINISTRATIONS

There is a wide variety of international and European institutions operating globally in cultural heritage. They contribute to the interaction between stakeholders' networks, suggest new interpretations and promote innovation. International and European institutions work for consensus between countries, supporting their collaboration and setting the most effective lines and trends for the management and conservation of cultural heritage.

They also promote awareness raising on the fragility and complexity of heritage preservation and protection, through the exchange of ideas, the drafting of conventions and recommendations, the provision of standards and good practices, as well as technical and economic resources for countries experiencing economic difficulties.

The European institutions are fully aware of the need to address new challenges to cultural heritage with an integrated approach. They foster the collaboration of all member States and their commitment to embed this approach in their policies. It is for these reasons that Strategy 21 was drafted and

adopted by the Committee of Ministers of the Council of Europe in the form of a Recommendation to member States¹.

Administrations at national, regional and local levels own most monuments and cultural assets in Europe, and they are the main policy makers for their management and preservation.

National administrations are also responsible for assessing and determining which heritage needs some level of protection and their decisions are binding for citizens.

Ideally, they should promote the coordination with regional and local administration in their respective legislations and provide them with expertise and funding to assume their responsibilities effectively. As regards the relationship with citizens and communities, administrations should improve communication and collaboration, as well as the promotion of heritage education at all levels.

¹ **CM/Rec(2017)1 Recommendation of the Committee of Ministers to member States on the European Cultural Heritage Strategy for the 21st century.**

WHO CAN USE STRATEGY 21?



PROFESSIONALS

The development of the concept of cultural heritage has produced extensive specialisation in all areas associated with cultural heritage. Just a few decades ago experts were historians, archaeologists, curators, and some architects. Today we have many new professions that deal with identification, documentation, interpretation, values, presentation, exhibition, conservation, and risk prevention. More recently we can add chemists and physicists, designers, engineers, computer scientists, specialists in light, image and sound, or even artificial intelligence. Due to the increasing privatisation of public administrations, these professionals are no longer usually civil servants, but work in small and medium-sized companies, commissioned to design projects, manage, supervise, or give support and advice. The associations in which these professionals are grouped, regionally and nationally form European networks, who advise governments and participate as observers at the European Commission, the Council

of Europe and other international bodies. Their expertise helps to draft guidelines, standard-setting instruments and facilitate training.



WHO CAN USE STRATEGY 21?



CITIZENS AND COMMUNITIES

The role of citizens in many heritage-related functions has continued to increase in recent decades. In 2005, the **Faro Convention** introduced the right to recognise people's heritage by revitalising related processes. When communities identify and feel responsible for their heritage, they can help build a more complete and real narrative than the one frequently promoted for commercial or tourism reasons. A community aware of its cultural environment makes better decisions about its interpretation and preservation and is more persevering when it comes to requesting assistance from administrations or professionals.

Citizens can exercise an informative function, collaborating with professionals in documentation work. The contribution of all stakeholders helps to adequately preserve the integrity and correct reading of the heritage to transmit to the future. Communities can generate experiences and new meanings by linking their sense of cultural heritage with territorial, social and knowledge areas.

On the other hand, when citizens assume their responsibility for the preservation of heritage, they can detect any problems arising in local heritage sites or monuments in good time. This helps administrations/project managers to monitor conservation interventions, or change/adapt them if needed, in good time.

Private owners are a particular group of citizens who frequently face more complex situations. They have to fulfil new obligations and assume responsibilities according to the law, which they may perceive to be a burden. Therefore, their relationship with the administrations would require greater support in professional advice and more flexible legislation for funding the high cost of conservation. In this sense, citizens, associations, or heritage communities could collaborate in some of the tasks that exceed the owners' human resources.

But to what extent are institutions, administrations and professionals prepared to share their roles, increasing communication and collaboration with citizens? Are citizens willing to assume their collective responsibility?

HOW CAN STRATEGY 21 HELP?

Strategy 21 is a change model for cultural heritage. It was drafted following the recommendation of the **Namur Declaration** signed in 2015 by the States Parties to the European Cultural Convention, to redefine the place and role of cultural heritage in Europe. Strategy 21 points out the major challenges we face today and proposes a series of recommendations and activities to overcome them. The practice of this large number of activities should help European administrations, professionals and citizens to understand the new vision, transform our relationship with heritage and the way we manage it as a resource for more democratic societies.

This change can be possible if we learn to adopt a holistic approach, based on participatory governance and the principles of sustainability.

HOLISTIC APPROACH

A holistic approach means looking at the whole picture – there is never one single way of looking at a problem or solution. A holistic approach helps us to make an accurate analysis of the problem, face it openly, without making assumptions, and benefiting from everybody's knowledge and skills. Solving problems holistically

means considering the whole picture and includes all stakeholders.

This means sharing responsibilities and roles in a balanced way and overcoming traditional misunderstandings and mistrust between administrations, professionals and citizens.

When administrations work with communities there are often tensions generated by the clash between bureaucratic values and emotional responses. Communities can find it difficult to deal with the systematisation and neutrality that administrations should guarantee.

On the other hand, administrations and professionals have been working together for decades, sometimes through direct relationships: the public sector provides services through its civil servants, who are trained in the required fields. But more recently, administrations tend to outsource professionals and private companies as suppliers of goods and services. This can cause tensions



HOW CAN STRATEGY 21 HELP?

because they have different priorities: officials must comply with regulations and slow bureaucratic timing, while professionals have to provide services with increasingly downward budgets and short delivery times.

Finally, the relationship between national administrations and international institutions is articulated through the implementation of laws, recommendations and regulations, previously agreed or signed in coordination with other countries. Their transposition to national legislations has helped to harmonise and modernise European countries' approach to heritage. Unfortunately, they may not be as effective as they could be, if they were signed only for political reasons or implemented too slowly.

These relationships would improve if the goals are defined clearly and processes managed with transparency, establishing together objectives and responsibilities from the beginning, but also remaining open to the changes that usually arise during the development of projects and activities.

For example, administrations could be more sensitive to market needs, more dynamic and flexible, while the private sector

should accept greater social responsibility and not focus on immediate benefit as the only priority. Where communities have difficulty finding meaning or purpose in decontextualised cultural heritage, the professionals could consider playing the role of community facilitators in order to take into account their complex multi-layered social context.

Most of the recommended activities of Strategy 21 will depend on the agendas and funding of local governments. Thereby, communities will have better access to financing, if they align their activities with local administrations.

Strategy 21 suggests hundreds of activities related to heritage that help to build a realistic, practical and easy-to-follow path, practising participation in the everyday governance of cultural heritage.

PARTICIPATORY GOVERNANCE

The Council of Europe considers that cultural heritage is a resource for the efficient functioning of democracy, i.e. equality, social cohesion and diversity. Participatory governance of cultural heritage helps to establish multi-stake-

HOW CAN STRATEGY 21 HELP?

holder frameworks that work for these principles. It needs committed states and a strong civil society.

When administrations commit to integrating participatory governance in their strategies and programmes, they show a clear political will to develop a more comprehensive policies and constructive dialogue between national, regional and local administrations, the private sector and civil society. Developing participatory governance requires human and financial resources, legislation drafting and preparation of organisational measures. That is why national administrators can act as facilitators.

On the other hand, heritage professionals are sometimes more reluctant to interrelate with citizens and communities. They may take it for granted that their sector is extremely valuable, and are perplexed when it is not a priority in public budgets, or when citizens show little interest in their projects.

In fact, professionals should be more aware of citizens' and communities' needs before they start project planning, as success depends greatly on social acceptability and consequently their inclusion in political agendas. Therefore, it is important to seek effective communication and par-

ticipatory planning to ensure that cultural heritage is not underestimated by society.

Projects are designed and carried out by administrations and professionals, but it is the communities that are affected by them in the long term. Sooner or later, once the project is completed, the civil servants and professionals will disappear, leaving the citizens to live with the impact of the project in their territory. They have the right to be involved in the design and decisions, even if this happens at different stages of the process.

Participatory governance is based on respect, negotiation and collaboration. It helps to dilute misunderstandings, mistrust and competition of interests. Communities can also contribute to the sustainability and evolution of the project in the long term.

Participatory governance also depends on the legal, economic and technical capacity of the communities involved. Administrations and professionals should find new ways of including citizens in the participative management of heritage sites and collections. On the other hand, today's civil society should become more engaged and exercise its share of responsibility.

HOW CAN STRATEGY 21 HELP?

Strategy 21 highlights good practices on its website and points out the recommendations of the **OMC Report (2018) “Participatory Governance of Cultural Heritage”**.

The report considers several criteria to analyse good practices, proposing the steps to complete a successful partnership between stakeholders: starting with a common vision, clear expectations and openness to learn from each other, the process should run transparently, motivating, sharing responsibilities and aligning agendas. Together, stakeholders will obtain better results than separately and probably have access to resources more easily. In the long term, the sustainability of a participatory process depends on the monitoring and dissemination of the result.

SUSTAINABILITY

The transformation from consumerism to sustainability is the largest challenge we face in the future. We need to teach ourselves and the next generation to live sustainably and to change our habits, values and preferences. Education is a key instrument for changing the world.

Tangible cultural heritage is our common good, intangible heritage our common system of values and traditions. Both generate an immense resource of memories, full of examples of sustainable and unsustainable assets and behaviours from which we can draw conclusions.

Today there is still an imbalance among countries – some have integrated sustainability in their legislation, others do not. International organisations help the latter, by exchanging models, providing expertise and training. They can provide guidelines to national, regional and local authorities to assess the social and economic impact of their policies, as basic pillars of sustainability and therefore help them to improve their performance.

More and more European national administrations are also integrating cultural policies into their sustainable development strategies. Member States of the Council of Europe are committed to engaging in participatory multi stakeholder and integrated governance of culture and sustainable development. Recently, a considerable number of stakeholders are asking international organisations to

HOW CAN STRATEGY 21 HELP?

review their application terms for financing, in order to make them more accessible to micro non-profit organisations and communities.

Administrations play an important role in nurturing sustainability, thanks to the implementation of norms and laws, but also in influencing citizens to make a choice for a safer future. Fostering sustainable behaviour is a way to encourage good choices. Committed administrations supported by citizens can achieve profound transformations.

Professionals can also contribute to changing behaviours, by spreading new narratives along their networks to develop ecological ethics, specially appreciating and adopting many of the principles from traditional knowledge. They can introduce new socially oriented business models, redesign new corporate charters integrating social responsibility.

Sustainability should become definitional and be aligned with participatory governance. Professional organisations dealing with the preservation and reuse of cultural heritage should incorporate multiple stakeholder perspectives, because this

is good for communities and businesses. Residents and visitors should also find a balance for each other's needs, and professionals can help to plan a smart shrinkage plan, changing short term benefits for long term preservation and balance. Local administrations, professionals and communities need to communicate, collaborate and learn from each other.

For example, the role of citizens is vital in accelerating the shift to sustainable tourism. They should become part of decision-making processes involved in the use of their heritage sites, and understand the value of balance, even if it means losing some immediate economic benefits.

Another important resource for sustainable development is the wisdom of the elders, who were always considered as the knowledge keepers of communities and transmitters of memories to shape and strengthen their identity. Their previously important role of the older generations is less relevant nowadays.

Strategy 21 recommendations address these challenges and suggest multiple activities to overcome them.

FACING OTHER CHALLENGES



MIGRATION

The integration of migrants has become one of the structural changes taking place in Europe over the last few decades and will continue to be so because of climate change. Migration leads to the formation of cultural minorities, and it becomes one of the main causes of social exclusion. Migrants should participate in the social life of the cities and villages where they live. Territories are usually the places that recall the collective memories of the people. Migrants are displaced from their territories and only possess their narratives and cultural manifestations as ways of retaining their identities and well-being.

Migration is not only a challenge – it also offers many opportunities. The world has developed thanks to migrations, and cultures have evolved and been enriched with the contributions of people who came from other territories and brought with them knowledge, traditions and values.

Cultural institutions may become places to offer a space to start generating



new memories and transform identities. Administrations can implement policies that allow people to express their own distinctiveness and relate positively with their new territories. By doing this, people will create a sense of belonging.

Administrations, professionals and communities can help not only to manage the tensions related to integration processes, but also to find ways to face migration as an opportunity for mutual benefit.

FACING OTHER CHALLENGES



CLIMATE CHANGE

Climate change is a growing threat and a great challenge to cultural heritage. It will increasingly affect cultural heritage in the forthcoming years. European institutions have been working with the scientific community to analyse the threats and to establish risk assessment tools and prevention plans. In particular, the Council of Europe's EUR-OPA Major Hazards Agreement has commissioned several analyses, such as the **Vulnerability of cultural heritage to climate change** in 2008 and the **Cultural heritage facing climate change: experiences and ideas for resilience and adaptation** in 2018. Both introduce different proposals from member States with technical solutions to assess risks, promote emergency planning and international cooperation, as well as to encourage local and regional authorities to face this global challenge.

Administrations can contribute to bringing down barriers,

such as a lack of political commitment and funding. Professionals can provide technical expertise and advice for regulations and management plans. Politically active cultural heritage communities can engage in climate change policies and governance processes. For example, they could carry out a series of actions such as checking monuments and sites regularly, collaborate as volunteers in the case of disasters, get involved with local administrations to be prepared for various situations and collaborate with professionals in training.

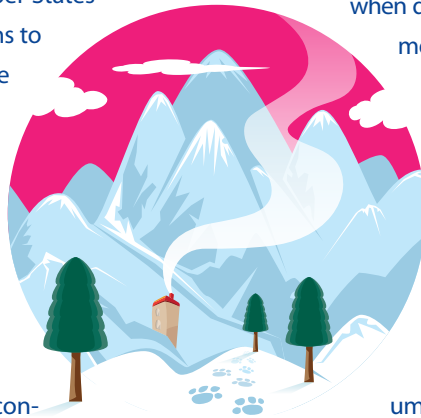
Communities that retain their traditional knowledge and skills are especially valuable

when developing risk management systems because of

their long-standing experience and resilience.

Cultural heritage can become a tool to strengthen communities in the case of relocation. Communities can also help by documenting and preserving

what is left after a disaster.



FACING OTHER CHALLENGES



UN AGENDA 2030

The United Nations Agenda 2030 and its 17 sustainable development goals do not focus particularly on cultural heritage, except for goal 11 that advocates making cities and human settlements inclusive, safe, resilient and sustainable, and in particular to “Strengthen efforts to protect and safeguard the world’s cultural and natural heritage” (target 11.4).

In fact, many targets have specific implications in the field of culture and highlight the role that local heritage can play in this sustainable development framework. Most of them relate to protection and safeguarding (11.4), participatory mechanisms such as public, private and civil so-

ciety multi-stakeholder partnerships (17), representative decision making (16.7), accessibility and inclusive spaces (11.7), education for diversity (4) and policies for sustainable development, particularly in tourism (17 and 8).

National administrations should have indicators to implement these targets and work in close collaboration with local administrations to raise awareness and disseminate the UN Agenda 2030 among stakeholders. The change* model of Strategy 21, based on a holistic approach and participatory governance could become a useful tool for all stakeholders towards achieving the targets in 2030.



www.coe.int/strategy21



Strategy21@coe.int



Prepared by Ana Schoebel & Ivana Hrdas Papadopoulou
Copyright permission requests: Strategy21@coe.int
© Council of Europe

