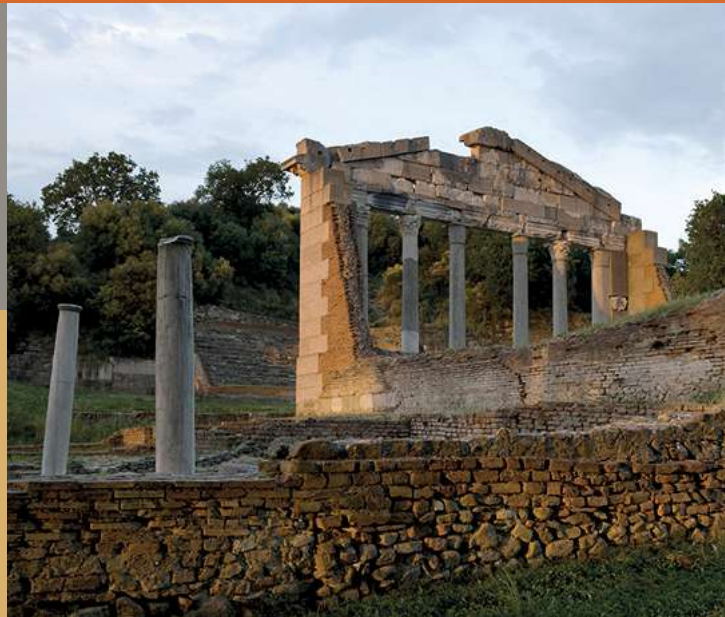


AN INTEGRATED APPROACH TO CULTURAL HERITAGE

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



COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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:
*Une approche intégrée du patrimoine culturel –
Le Programme de coopération et d'assistance
techniques du Conseil de l'Europe*
ISBN (forthcoming)

*The opinions expressed in this work are the
responsibility of the authors and do not necessarily
reflect the official policy of the Council of Europe.*

All rights reserved. No part of this publication
may be translated, reproduced or transmitted,
in any form or by any means, electronic
(CD-Rom, internet, etc.) or mechanical,
including photocopying, recording or any
information storage or retrieval system,
without prior permission in writing
from the Directorate of Communication
(F-67075 Strasbourg Cedex or
publishing@coe.int).

All of the photographic images identified
in this book were provided by the Council
of Europe, unless otherwise stated.

Cover and layout: Documents and
Publications Production Department
(SPDP), Council of Europe

Council of Europe Publishing
F-67075 Strasbourg Cedex
<http://book.coe.int>

ISBN 978-92-871-8529-7
© Council of Europe, February 2018
Printed at the Council of Europe

Acknowledgements

The editors, John Bold and Robert Pickard,
are grateful to the Council of Europe for the
institutional support it has provided in relation
to the production of this book. In particular, the
editors wish to acknowledge the important role of
the Secretariat and various members of the team
which has managed the Technical Co-operation
and Consultancy Programme over the years,
especially Valerie-Sophie Bougerolle, Siân Brown,
Hakan Demir, Alison Helm, Marilyn Horst, Claudine
Nonnenmacher-Cancemi, Valerie Poppe-Muess,
Gianluca Silvestrini, Anna Trigona and Mikhaël de
Thyse, as well as the various project co-ordinators
and members of project teams and other Council
of Europe experts who have been engaged
in the projects mentioned in this book.

Contents

ABBREVIATIONS	5
FOREWORD	7
EXECUTIVE SUMMARY	9
Process	9
Impacts	10
Future projects	10
CHAPTER 1 – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: INTRODUCTION TO THE ANALYSIS (<i>John Bold</i>)	13
Introduction	13
Evolution of the Technical Co-operation and Consultancy Programme	14
Measuring impacts	16
Collaboration	19
Strategy 21	21
CHAPTER 2 – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: MONUMENTS AND SITES (<i>Robert Pickard</i>)	23
Brief summary of past achievements	23
Aims and approaches of the programme	26
Methodology	29
Action taken	31
Summary of principal results	38
CHAPTER 3 – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: HISTORIC TOWNS (<i>Bernard Bouzou</i>)	45
Brief summary of past achievements	45
Aims and approaches of the programmes	49
Methodology	51
Action taken	57
Summary of principal results	59
CHAPTER 4 – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: TERRITORIES (<i>Anne Pisot</i>)	67
Brief summary of past achievements	67
Aims and approaches of the programme	69
Methodology	70
Action taken	73
Summary of principle results	79
CHAPTER 5 – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: CONCLUSIONS AND FUTURE PERSPECTIVES (<i>John Bold</i>)	87
Reflections on the programme	87
Future perspectives	90
APPENDIX I – THE NAMUR DECLARATION	93
APPENDIX II – EUROPEAN CULTURAL HERITAGE STRATEGY FOR THE 21ST CENTURY: COMPONENTS, CHALLENGES AND RECOMMENDATIONS	99
APPENDIX III – TECHNICAL CO-OPERATION AND CONSULTANCY PROGRAMME: TIMELINE	103
CONTRIBUTORS	107

Abbreviations

- 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

The 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

The 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

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).¹ 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 Declaration² (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

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.³ 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.⁴ 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.

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.