

## Appendix

# Forward Planning: The Functions of Cultural Heritage in a Changing Europe

THE LONDON GROUP  
*DISCUSSION PAPER*

FROM REGULATION TO PARTICIPATION:  
CULTURAL HERITAGE, SUSTAINABLE DEVELOPMENT AND CITIZENSHIP

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# **Forward Planning: The Functions of the Heritage in a Changing Europe**

## **FROM REGULATION TO PARTICIPATION: HERITAGE, SUSTAINABLE DEVELOPMENT AND CITIZENSHIP**

### **1. INTRODUCTION**

This paper presents the results of the “London Group” working party of the Forward Planning Project for the Cultural Heritage Committee (CC-PAT). The London Group are an informal group of individuals with an interest in the future of the cultural heritage.

The Cultural Heritage Committee covers all activities relating to the preservation and enhancement of the cultural heritage, and discharges its tasks with regard to:

- i) the political role of the cultural heritage concerning in particular human rights and democracy
- ii) the integrated conservation of cultural heritage in the cultural and natural environment in order to achieve sustainable development
- iii) the social and economic impact in the states parties of activities linked to the cultural heritage
- iv) the promotion of an awareness of the joint cultural heritage, enriched through its diversity in order to further the peaceful and harmonious coexistence of the peoples of Europe

In particular, the Committee monitors and promotes the implementation of conventions, carries out exchanges of views and disseminates good practice, develops and maintains the European Heritage Information Network, and draws up a draft programme of activities for submission to CDCC.

The Forward Planning Project will report to CC-PAT. The aims of the project are to contribute to the programme of activities for CC-PAT. In particular, to:

- To clarify short and medium term trends regarding the functions of the cultural heritage in European society
- To show how the cultural heritage sector contributes to the Council of Europe’s political role
- To make suggestions based on these trends to the Cultural Heritage Committee and the Council for Cultural Co-operation on the directions to be given to the Organisation’s programme in the coming years.

These aims are set out in more detail in CC-PAT/Prosp (2000) 5 Forward Planning: The Functions of the Heritage in a Changing Europe: Results of the Specialists Consultation. The London Group were specifically asked to look at the issues arising from the management of the cultural heritage in Europe.

### **2. TRENDS IN HERITAGE MANAGEMENT IN EUROPE**

#### **2.1 Concepts and Definitions**

We are moving towards wider definitions for the cultural heritage and towards a much wider role for it in society.

### ***Cultural Heritage***

Traditionally 'heritage' was defined as architecture or archaeology or movable objects. Now 'heritage' includes buildings, monuments, landscapes, urban areas, countryside, maritime sites, buried remains and objects. 'Historic environment' or 'place' are now common terms. These trends can be traced in the European Conventions and Charters as well as in thinking about World Heritage which is moving from defining specific categories towards integrated conservation and cultural landscapes.

### ***The Role of Cultural Heritage in society***

The role of cultural heritage is expanding. Cultural heritage has often been seen as a source of national unity arising from the recognition of great architecture, monuments or achievements. Increasingly cultural heritage is seen as a much broader phenomenon which can contribute to political ideals, to economic prosperity and to social cohesion. It has a role in cultural diversity.

### ***Democratisation of decisions***

Decision-making is being democratised. Heritage management has, in the past, been a relatively 'top down' process, with decisions made largely by experts, regulated by charters and legislation. The decision-making process has not always been open or transparent. Increasingly decisions are becoming a legitimate matter of public concern. 'Bottom up' decisions are important.

### ***Professional Expertise***

Professional expertise is changing. In some countries architects, archaeologists, landscape architects, planners and ecologists work in separate departments or on separate projects using separate legislation. Integrated conservation means that professionals are beginning to work together on joint projects. New skills are needed such as social and economic skills to work with communities or in economic regeneration projects, for example.

### ***Significance***

All cultural heritage legislation and philosophy relies on a basic definition of cultural significance (or value). Definitions of value (or significance) are also changing. Heritage has always been valued because it is old, or beautiful or created by a major artist; today we are adding new values and recognising that it can be painful, dramatic or unpleasant. It may reflect cultural diversity rather than national unity.

Most legislation emphasises national values. Now regional and local values are becoming important.

As values become more complex, so heritage management is becoming a philosophical issue as well as a technical one.

### ***Interpretation***

Presentation of sites has traditionally been formal and authoritarian. Heritage managers are becoming interested in how visitors perceive sites.

There is also a trend towards more innovative interpretation and towards recognising that it is possible to interpret different values at sites.

### ***Responsibilities***

Responsibility for cultural heritage is expanding. In some states, cultural heritage remains the responsibility of the central state body. In others, cultural heritage is a shared responsibility. Cultural heritage may be part of landscape and spatial planning; of economic development or social cohesion or of environmental management.

Closer co-operation and working between cultural heritage and environmental bodies is becoming common in some countries. Data on the economic value of cultural heritage is emerging; communities are beginning to take responsibility for heritage issues; businesses are beginning to see the cultural heritage as a responsibility rather than a barrier to progress.

### ***Changing Practices***

Some of these changes are reflected in practice:

- The range and type of designated sites are increasing. To buildings and monuments are now added a variety of area designations, and new categories of designation.
- The new Landscape Convention for the first time moves away from the idea of point specific designated sites to the idea that the whole of the landscape may potentially have significance. Some countries are beginning to look at landscape character
- Political changes mean that the role of local or regional administrations in decision-making is increasing
- European cultural heritage networks, such as the European Archaeological Concilium are beginning to bring people together

These new ideas have added to, rather than replaced, existing concepts. Thus, national heritage remains an important idea, but many are beginning to realise that it must be complemented by ideas such as local distinctiveness.

These changes are not universal. There remain deep divisions in cultural heritage practice between European countries. These divisions reflect the diversity of European traditions.

### ***Concerns***

Unfortunately, there are also problems:

- recent conflicts have deliberately targeted cultural heritage sites.
- there is concern about plural approaches to the heritage because heritage can be manipulated for political aims
- the countries of Eastern Europe have commonly inherited dictatorial frameworks for managing heritage
- there are deep philosophical divisions across Europe in how heritage is managed
- heritage may be seen purely as a state asset which must generate revenue, rather than part of a wider cultural resource
- there are concerns that the cultural heritage will be diluted by becoming part of wider economic or environmental concerns
- lack of resources for implementation in many countries means that heritage remains a marginal activity
- lack of public awareness of significance and fragility of cultural heritage compared to natural heritage
- lack of integration of management of natural and cultural heritage

## **2.2 Heritage and Sustainable Development**

Another important trend is in the links between heritage and sustainable development. The 1996 Helsinki Declaration set out the role of heritage in sustainable development. This declaration remains an important ideal, but implementation is partial.

There have been some important new initiatives – such as the Landscape Convention - and some countries are implementing research and new approaches. Many heritage agencies are not embracing these ideals and many environmental agencies do not see the cultural heritage as part of their remit. Cultural heritage is peripheral to environmental concerns. 'Green' policy documents often lack any reference to 'cultural' heritage whilst environmental impact assessments often omit reference to cultural issues.

One reason for the slow take up of these ideas may be that many people are still confused about what sustainability means for the cultural heritage.

It is useful to restate these arguments.

### ***The role of cultural heritage in sustainable development***

At its simplest, the cultural heritage is an integral part of our environment. The physical remains of the past are all around us, in towns and cities and in the countryside. Our environment has a cultural dimension which cannot be separated from nature. Conserving the natural environment and conserving the cultural environment are part of the same process. The philosophy of sustainable development asks us to reconcile development and conservation so that we do not compromise the needs of future generations. Those needs include the 'quality of life' – resources, clean air and water, the natural environment.

### ***Heritage and the quality of life***

The reason that the cultural heritage matters is that it is part of our 'quality of life'. The cultural heritage contributes directly to the quality of life through its role in

- shaping places, whether in cities, towns or countryside
- cultural identity and memory
- amenity values (creating pleasant places)

The cultural heritage is something we should sustain and hand on to future generations in its own right, not simply as an adjunct to the energy conservation.

### ***How do we sustain the cultural heritage?***

Sustainable development incorporates a set of basic principles which can be applied to cultural heritage including:

- understanding the resources as a basis for decisions
- bottom up as well as top down approaches to conservation
- monitoring loss as a basis for informing decisions
- reconciling development and conservation, rather than seeing them as opposing forces
- considering economic, social and conservation aims together rather than separately

### ***Problems in sustaining the cultural heritage***

If heritage agencies are going to address sustainability, we will need to implement the Helsinki Declaration by:

- raising awareness of the cultural heritage amongst environmental bodies

- collecting better data about cultural heritage at risk
- integrating green and historic environmental concerns
- working more closely with the market to explore the economic benefits of the cultural heritage

### ***Buildings and Energy Conservation***

One success has been new research into the role of buildings in energy conservation. Work in Norway and other countries has shown that historic buildings can conserve energy. This work is essential as there is already pressure to demolish old buildings because they are not energy efficient.

## **2.3 Heritage and Citizenship**

We increasingly recognise the importance of participation by individuals and communities in defining and managing their heritage, their landscapes and the importance of the cultural heritage in defining a sense of identity, of belonging to a community, a place, a region and to Europe itself.

Cultural heritage is the bases of (often multiple) identities; it has the potential to contribute to social inclusion, social cohesion and democratic citizenship; to enhance quality of life and support sustainable regeneration; but only if it is relevant to their present, rather than (as many currently perceive it) primarily a concern of a middle aged social elite.

We must listen to the concerns of the many people who feel excluded or disinterested in the heritage, and find ways of including them in the process of cultural heritage management.

The aim is to recognise and care for a ***more diverse*** heritage than we do at present.

Ideally everyone should have the opportunity to:

- use, discover and delight in and draw meaning from the historic environment/landscape/cultural heritage
- enjoy access to information, activities and resources
- participate in the identification, understanding use and conservation of the historic environment/cultural heritage.

This is part of the debate on cultural human rights. The Draft Convention on Heritage, Identity and Diversity raises these issues.

The challenge for the Council of Europe will be to raise awareness of the convention and to develop practical mechanisms for implementing it.

## **3. ACTION: SUGGESTIONS FOR THE FUTURE PROGRAMME OF THE COUNCIL OF EUROPE**

There are two key aims arising out of the work of the London group.

***Aim 1: To begin to move the stewardship of the cultural heritage from the periphery of concern to the centre of policy – a responsibility for all, not just a few.***

***Aim 2: To move from regulation towards participation.***

***Aim 3: To continue to take a lead in Europe on the promotion of best practice in heritage management***

The London Group have identified the following objectives:

### **3.1 The Market/Commercial Sector**

The market can impact on the heritage through their contribution to the vitality of town centres, by keeping historic buildings in use and through agricultural practices which impact on landscapes. Unfortunately, the heritage is often seen as a brake on prosperity, despite evidence that the heritage contribute to the viability and prosperity of a region. Regeneration schemes should respect cultural heritage.

#### ***Objectives for CoE***

- to help business see the cultural heritage as an opportunity not a risk
- to stress the importance of existing cultural heritage in urban regeneration schemes
- to find ways of reconciling agriculture and cultural heritage

### **3.2 Civil Society**

We need to work more closely with local communities to promote local distinctiveness and cultural diversity through initiatives such as the King Badouin foundation work. Heritage education needs to be developed in schools and through informal education. It is also important to consider the role of cultural rights in human rights issues e.g. through the Court of Human Rights.

#### ***Objectives***

- To identify tools which can be developed to help communities better understand and conserve their heritage, including heritage education strategies
- To raise awareness of the role of heritage in identity
- To implement the Draft Convention on Heritage, Identity and Diversity
- To create tools to empower communities to care for their own heritage

### **3.3 The Environmental Sector**

Policies for the natural environment should benefit the cultural heritage not damage it. Natural and cultural heritage agencies should work together.

#### ***Objectives***

- to strengthen and emphasise the critical role of CoBDP \*\*
- to align 'green' and heritage issues through a common language and methodology
- to create a method and policy on integrated environmental impact assessment
- to work towards an integrated convention for green and heritage issues

### **3.4 Public Administration**

Tax regimes, planning controls, construction regulations or commodity support regimes may all have a very significant impact on the heritage. Often that impact may not be intentional, and regulators may not always be aware of what is happening.

#### ***Objectives***

- To ensure that all Council of Europe policies are 'proofed' to establish and ideally, to minimise any potential negative impact on the historic environment
- To improve cross-departmental working



### **3.5 From Regulation to Participation**

A role for the Council of Europe might be to encourage greater participation in heritage management. This might mean finding new ways of working together. One example may be in contentious heritage cases, where mediation may be more important than regulation. It is also useful to explore ways of raising the awareness of cultural heritage conventions and improving their implementation.

#### ***Objectives***

- To monitor the implementation of European conventions and the need for any further guidance from CoE
- To consider the need for CoE to play a role in mediating contentious issues relating to cultural heritage in Europe
- To improve awareness of cultural heritage issues in CoE offices

### **3.6 Heritage at Risk**

If we are going to sustain the cultural heritage we need a better understanding of what is happening to it.

#### ***Objectives***

- To develop methods for monitoring heritage at risk
- To begin to collect data across Europe on heritage at risk

### **3.7 Cultural Heritage Professions**

Cultural heritage professions across Europe need to exchange experiences and raise professional standards, through initiatives such as the European Archaeological Concilium. They will also need to be able to respond to the emerging trends in cultural heritage with new skills in integrated conservation, regeneration and environmental management.

#### ***Objectives***

- To learn more about professional practice in Europe
- To explore common European professional standards and ethics which can nevertheless support a diversity of national practice
- To develop identification and exchange of best practice within Europe to achieve the highest standards of conservation, management and presentation of the historic environment

### **3.8 Heritage and energy consumption**

There is a risk that new directives on energy consumption will put heritage at risk.

#### ***Objectives***

- To promote research which demonstrates that historic buildings can contribute to energy conservation

#### 4. CONCLUSIONS

This paper presents a rapid overview of emerging trends in managing the cultural heritage. Like many cultural heritage bodies, the demands made upon the Council of Europe far outweigh the resources available.

One way of increasing resources is to move towards partnership with other agencies, with communities and with business to ensure that the care of the heritage is a responsibility for all, not just a few.

The overall aim might be to

***Hand on to future generations a European cultural heritage which is relevant, respected, culturally diverse and which contributes to the quality of life for all citizens.***

#### 5. Key Documents

***Helsinki Declaration on the Political Dimension of Cultural Heritage Conservation in Europe*** (1996)

***Draft Convention on Heritage, Identity and Diversity***

***Draft European Landscape Convention CM*** (2000) 98

***Guidance on the Development of legislation and administration systems in the field of Cultural Heritage*** CC-PAT (99) 97

Includes a useful overview of changing legislative concepts and ideas for moving forward

***Guiding Principles for Sustainable Spatial Development in the European Continent.*** CG(6) 20 European Conference of Ministers responsible for Regional Planning, Hanover, September 2000.

***The Cultural heritage perspective in the work for sustainable production and consumption,*** Report presented by the Norwegian Delegation, 1996 Helsinki. MPC – 4 (96)11

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## 7. TABLE SHOWING BROAD TRENDS IN CULTURAL HERITAGE MANAGEMENT

This table summarises some trends. The new concepts are added to the older concepts. They do not replace them.

	FROM	TO
Definition of Heritage	Monuments	Landscapes
	Buildings	Urban Areas
	Sites	Historic Environment/Cultural heritage
Role of Heritage in Society	National Unity	Respect for cultural diversity
	Generate revenue from visitors	Wider Economic benefits Social Benefits
Decisions	State	Region/locality
	Authoritarian	Democratisation Participation
Professionals	Experts	Facilitators
	Single discipline (e.g. buildings, archaeology)	Multi-skilled professionals
	Historical knowledge	Management Skills
Significance	Old	Industrial heritage Post-war buildings
	Aesthetic	Commemorative value
	National importance	Local Distinctiveness
	Mono-cultural	Values of different cultures
	Narrow range of values	Wide range of values
Interpretation	Expert led	Community led
Responsibilities	State led	Communities The Market/Private sector
	Heritage sector	Environmental sector
Management Practices	Designation	Characterisation
	Separate conservation	Integrated conservation
	Site based	More strategic
	Technical research	Philosophical research