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برنامج ممول من الإتحاد الأوروبي



Thematic Workshop
Management of Heritage Places and Artefacts
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Public Participation

Introduction:

Heritage Management and EH4 Programme – public participation

Awareness-raising to the importance of cultural heritage and its diversity is a prerequisite to community participation and to promote an effective and integrated management of cultural heritage. Because the EH 4 programme is centred on the appropriation of cultural heritage by the populations themselves, community participation, which is the sine qua non of appropriation, is one of the dynamics of the programme. It is also one of the most challenging aspects to achieve, during the duration of the programme.

From this particular perspective, the EH 4 Programme is facing a triple challenge:

1. how to make people aware of their cultural heritage
2. how to engage them effectively in the processes of cultural heritage development and its management and more specifically, in tourism management
3. how best to establish frameworks and processes in order to ensure the sustainability of the actions they initiate

Why do we need public participation?

Reach out, engage and involve → Protect, interpret and benefit

Although public participation is an important link within the complex and multi-layered process of cultural heritage preservation, it remains the weakest and is usually the least budgeted for. As such it is marginalised and left on the back burner to be referred to strictly on an emergency basis – for example to meet funding conditions. As such, it often becomes a series of ad hoc hit-and-run actions lacking structure and focus and relatively ineffectual in terms of results and meeting project's needs.

Cultural Heritage Policy documents:

A comprehensive list is published on the following website:

http://www.getty.edu/conservation/research_resources/charters.html#1904

Cultural heritage policy documents go back to 1877, however, all are very specifically technical. Only as of 1972 does the issue of public involvement start to appear, and even then, it is quite fleeting.

1. **UNESCO was first: Recommendation Concerning the Protection, at National Level, of the Cultural and Natural Heritage (1972)**

The Recommendation calls for States to formulate, develop, and apply policies for the protection, conservation, and presentation of their cultural and natural heritage. It stresses the responsibility of states to protect their heritage for their own citizens and for all humanity. The document recommends increased financial resources for the safeguarding and preservation of the cultural and natural heritage and suggests scientific and technical, administrative, legal, financial, education, and **public involvement measures** to be taken. Finally, the document recommends areas for international cooperation to help safeguard the cultural heritage.

2. **Council of Europe: European Charter of the Architectural Heritage (1975)**

Cooperation with the public and coordination between European nations is seen as an important element in the conservation of Europe's architectural heritage.

3. **Declaration of Amsterdam (1975)**

Congress on the European Architectural Heritage, Council of Europe

The Declaration stresses the importance of educational programs for youth and the public to foster an appreciation of the architectural heritage of Europe.

4. The UNESCO Recommendation of 26 November 1976 encourages **research, teaching and information** (Articles 47 to 53).
5. The Washington Charter of ICOMOS recommends "a **general information** programme, beginning with children of school age" (Article 15), ensuring the awareness of as many people as possible is conducive to the success of the schemes

Definition



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“Public Participation” means that all members of a community **participate** in decision making that affects the community (not merely consultation or contribution).

Participation is a ‘catch all’ with as many objectives as there are stakeholders. Defining ‘public’ as it is understood is a prerequisite to any integrated HMP. In fact what we are talking about for each project, for each location, is not one public but different groups, and if these groups are our ‘target group’, then it is clear that we have to understand several things (and these are the basics of community involvement) in order to do our awareness work appropriately, mobilise people effectively and achieve our objectives and obtain results.

We need to keep in mind:

- a. that everybody agrees on the principle of participation but understandings quickly diverge once it comes to implementation and practice;
- b. that people cannot be forced to participate.

1. Who are exactly these groups?

They can be: the experts, the sectors, the institutions, the associations of users, the local communities (living within the same geographical area, sharing certain characteristics and common interests, values, customs and beliefs), the marginalised groups, women, etc. and if we’re talking about tourism, the visitors- both locals and non-locals.

2. Why we are addressing them?

- They carry the tradition and culture
- It is their heritage, and to identify, evaluate and conserve it, they have to participate
- If preservation is part of a wider development planning process (as it should be) all the more reason for them to participate
- Planning affects them, and they bear the cost of development
- If they live in/near a heritage site they can act as local community interest groups
- At a more optimistic level: they can help assess the unique characteristics, strengths and economic potential of the heritage, which in turn can help



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effective implementation of conservation plans and make it socially acceptable.

This is the rationale behind public participation, however it should be clear that the reality is not as clear cut and facilitators/actors have to navigate before deciding on the reasons behind addressing their target group(s).

3. Which type of participation is perceived as appropriate for which type of heritage management?

Many approaches to community participation have been developed over the years based on research in attitude theories, behavioural theories, and work of information-integration theorists. Techniques from operational research, management, education and development can be applied to 'public participation' processes.

For example the theory of reasoned action¹, which received considerable attention within the field of consumer behaviour, could be applied to mobilising public participation.

As a mobiliser/facilitator, there is no need for "positivism"². You are not necessarily using the scientific method to discover new knowledge, but you are an applied scientist using existing knowledge to stimulate and guide social change in a community. Basically, and in simple terms, it is about getting people to share and therefore be empowered when they normally are marginalised.

The function of participation encompasses three different concepts but it is up to the facilitator to decide on which applies best and to what degree:

- i. **informative participation:** stakeholders and interested parties are informed about a project and its likely effects; they have little chance of influencing the decisions taken (public meetings aimed exclusively at informing, providing opportunities to inspect official documents, mailing...)

¹ Proposed by Ajzen and Fishbein (1975 & 1980)

² (application of the scientific method to social phenomena: it holds that the only authentic knowledge is that which is based on sense experience and positive verification. Comte saw the scientific method as replacing metaphysics in the history of thought, and observed the circular dependence of theory and observation in science. Sociological positivism was later expanded by Emile Durkheim as a foundation to social research.



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- ii. **consultative participation processes** provide stakeholders and interested parties with an opportunity to comment on suggestions put forward, plans or decisions, and to table their ideas, which are to be taken into account at the decision stage (public meeting with discussion, opinion survey, citizen panel, framework for comments).
- iii. **decisional participation:** stakeholders and interested parties are given an opportunity to have a say in developing the project and in details of how it is implemented, for instance during a mediation process. The scope can range from developing suggestions together all the way to the participants' having extensive powers to decide (study group, round table, mediation).

Theory of Reasoned Action suggests that your behaviour is based on your attitude and how you believe others would have you act. How each of these effects your actions is based on how much weight you give both your attitude and others' opinions. In other words, the best predictor of behaviour is intention, which is considered to be the immediate antecedent of behaviour. This intention is determined by three things:

- a. your attitude toward the specific behaviour predicts the behaviour

Attitude (*s'luk, mawqef*) is an accumulation of information about an object, person, situation or experience ... a predisposition to act in a positive or negative way toward some object. It is information we have obtained about someone or something that we form an opinion or predisposition about. (Littlejohn 2002)

- b. your subjective norms: your beliefs about how people you care about will view the behaviour in question
- c. and your perceived behavioural control, which is your perceptions of your ability to perform a given behaviour.

A general rule: the more favourable the attitude and the subjective norm, and the greater the perceived control the stronger should the person's intention to perform the behaviour in question.



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http://www.cw.utwente.nl/theorieenoverzicht/Theory%20clusters/Health%20Communication/theory_planned_behavior.doc/

4. What role, if any, should be given to non-professional community groups (or to marginalised people or people who have no voice at the community level)?

Important point: although an uneducated public, with poor knowledge of the far reaching consequences of HMP is seen as a hurdle to initiate Public Participation, there are evidences to the contrary: a public aspiration, willingness and readiness to express one's voice.

In any context marginalised groups are a special case: because they are difficult to engage in organisational work; they are suspicious; and they are unwilling to combine their own particular interests and concerns with those of the larger organisation. By the same token, community developers may fail to pay sufficient attention that will arise when dealing with marginalised groups; these have to realise that a disproportionate amount of the time and energies of the community developer must be directed toward marginal groups.

Participants are invited to consider the case of Petra and find out about how the issue of community participation is tackled and see whether it has achieved any successes.

Key consideration: need to reconcile rights and duties

4. What agency for active community involvement do we need to develop?

In many instances, it is the local government authorities that are responsible for informing and educating the community in heritage matters.

a) We need a plan...

- i. To scale: where objectives are not too ambitious and therefore manageable.
- ii. Inclusive: of as many categories among the public as is necessary.
- iii. Based on needs assessment



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- iv. Contractual: an understanding of rules and boundaries for both the facilitators and community members; a good plan has a series of steps leading from the current situation up to the desired end and of which the community groups are aware.

A participation process comes in phases:

Initiation – preparation - implementation

- v. Creative: it works at many levels there are principles to community participation but they might need adjusting to special situations and special groups.
- vi. Flexible: Be prepared to modify processes as circumstances dictate. Avoid inflexible methods and strategies.
- vii. Realistic objectives: but visionary at the same time because you need to raise expectations.
- viii. Well-paced: the process of public participation cannot be rushed with unrealistic deadlines.
- ix. Preliminary research and identification of groups: start by mobilising those who are aware...

b) We need mobilising

Mobilising community groups is a process upon which the success of the programme largely depends. It requires savvy and the personality of the mobiliser/facilitator is a key to this part of the process. It is usually best to have someone well-known and trusted within the community rather than an exogenous consultant.

c) We need to establish a process (Implementation)

Paying special attention to:

- Passing on of information: knowledge is a prerequisite to awareness; transparency especially if risks are concerned.
- Providing community members encouragement, skills, stimulation and guidance: in order to get them to participate in appraisal or assessment.
- Local ownership process: Local people should own the community-planning process and take responsibility for it.



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- Transparency from the beginning, accountability...

d) We need trained people

Who can implement the plan, who can sustain people's participation and who can develop local skills and capacity. Local people have to be involved in surveying their own situation, running their own programmes and managing local assets. Developing human and social capital is what guarantees long-term community sustainability.

e) We need follow-up

Make sure you set aside time and resources for documenting, publicising and acting on the results of any Union community planning initiative.

f) We need evaluation

Transparency and accountability are constitutive of the evaluation process. Were the objectives reached (or to what extent)? Who benefited? What lessons were learned? Where do we go from here?