

Towards the Future

National Policy of Cultural Heritage Sector of Georgia

Tbilisi 2014

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The present paper has been developed within the frame of the project **Regional Co-operation for Cultural Heritage Development** funded by EU Eastern Partnership Culture Programme.

The paper is presenting the analysis of objectives of Georgia's National Policy on Heritage and spelling out the challenges. It also touches upon the issues faced by the Georgian public, government, public services and other heritage interest groups as well as the opportunities in heritage protection, giving general recommendations on strategic objectives.

The research is based on an assumption that the Georgian people's and government's movement towards European integration is an irreversible process. The western values system is organically intrinsic for Georgia and the country is ready for "enhancing the role of culture as a force for reform, promotion of tolerance and social cohesion¹."

While working on the paper the authors have collected and analyzed thematic studies and reports of local governmental bodies and non-governmental sector; UN, EU, Council of Europe and other international organizations' sectoral papers and baseline report on cultural policy in Georgia; outcomes of the projects within the frame of EU Eastern Partnership Culture Programme.

The main resource for this paper derives from the outcomes of the 4 project activities: 1. Consultations with local and international experts, comparative analysis with other countries, special studies, analysis of answers of thematic questionnaires, analysis of stake-holder and focus-group meetings; 2. ten thematic workshops involving 156 experts from Azerbaijan, Armenia, Georgia, Ukraine, Norway, Greece, UK, Poland and Japan; 3. Information published in a regional online magazine; 4. Series of public involvement facilitation activity workshops in Mtskheta and public discussions, reports and petitions related to heritage policy issues.

The resources used in the paper are available at the project web-site: <http://rcchd.icomos.org.ge/?l=G&m=7>

In 2013 the Georgian Ministry of Culture and Monument Protection organized the process resulting in writing by a group of experts of a Cultural Policy Concept. In 2014 the Ministry started working on the Cultural Policy. Given the importance of this issue the Ministry is planning to create a **Cultural Policy Division**. The project team is hoping that the present analysis of the heritage national policy will contribute to the ongoing process of the Cultural Policy development and reforming the heritage sector in future.

¹ <http://www.euroeastculture.eu/en/programme.html>

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Towards the Future

National Policy of Cultural Heritage Sector of Georgia

“For a want of heroism we had to be heroes, for a want of a sword we learned to smith swords, for a want of warfare we knew how to make war... we were forceful in due time, stealth in due time, knowledgeable in due time, courageous and diligent in due time”.

Ilia Chavchavadze, 31 December, 1897

Vision

Cultural heritage is a value connecting us with the Past, giving us a firm footing for the Present and showing us the way to the Future.

Georgia preserves the evidence in all areas of the human activity: in agriculture we can see the archaeological evidence indicating the origination of this practice, in particular, the earliest stages of husbandry and viticulture; in metallurgy there are unique monuments revealing that the secrets of mining were known here; in medicine Medea and the myth of Golden Fleece inevitably comes to one’s mind, and also the sophisticated art of trepanation preserved in Khevsureti to our days and handcrafted medical tools kept in Barisakho museum. Observing lofty monuments of medieval Georgian architecture one will be enchanted by their creative upsurge and exquisite masonry. One can also easily find in Georgia reliable physical, oral, musical or written evidence pointing out developed engineering, scientific, educational practices. Despite its turbulent history the country not only has not stayed behind the global trends but also contributed to the human development.

Along with sectoral diversity Georgia is marked with continuous interaction of ethnic groups bearing for centuries their own traditions and cultural treasures on the Georgian soil; the country’s Past is burdened with wars and plights; its geography is versatile, nature is rich. ***“to us men He has given the world, infinite in variety we possess it;”¹*** the world’s abundance pictured by Shota Rustaveli is apparently manifested in Georgia’s natural and cultural heritage.

Those who have experienced the blue sparkling sensation of *Gentiana* bloom on the slopes of tall Georgian mountains, who from the foot of *Gergeti Sameba* (Holy Trinity) Church enjoyed the sights of lofty peaks and ridges and deep canyons below, who admired sea-like rippling Alazani Valley, or meditated over the myth of Argonauts in the shade of eucalypts at the Black Sea shore, wondered at tunnels of gold mines in Qvemo Qartli dug out by the people living many thousand years ago with their hammers, or the fruit trees on the terraces of Samtskhe-Javakheti, they undoubtedly look at the cultural heritage as being inseparable from the Nature. This led to the idea of a Cultural Landscape, implying the co-creation by Man and the Nature.

Cultural Heritage – a cultural environment shaped throughout the history; – it determines the face of the country and gives each of us a particular impulse, which can be born only by a subtle unity of values

¹ Translation by Marjory Scott Wardrop

descended through generations. This is the trove that we inherited from our ancestors and although we all are heirs we sometimes fail to recognize its value and therefore don't esteem it so much.

However this heritage, maybe even unconsciously, still concerns all of us and is cherished by all of us, no matter do we fully understand its real substance and meaning or not. This is the foundation, which is driving us, forcing us to evolve, determining our identity and raising our self-esteem. This is a source of our genetic experience, knowledge and wellbeing.

Georgia's heritage is marked with the nation's creative gene and its continuity; intellectual, academic, industrial knowledge and talent; a prehistoric identity still unexplored, the richest culture of husbandry; traditional dwellings that are about to extinct; the warrior past making people to be proud of it: brilliant victories and tragic losses; the skill of accepting and digesting its conquerors' culture, which can be even called adaptability, even very indecent looking at times, but still the only way of self-defence and survival; and finally this is the Georgian language a denominator of the Georgians national and spiritual identity - all these make a precondition to the uniqueness of the Georgian cultural heritage.

The heritage does not only reflect our successful times... for realizing who we are, we need to remember our hardest, and most times proud-worthy, but sometimes unfavourable historic development. Cultural Heritage is a reflection of these moments too, being a source of knowledge and experience keeping a plenitude of information.

The integrity of all these factors determines the sectoral, regional, geographic, typological, ethnic and creative diversity and uniqueness of Georgia's tangible and intangible cultural and historic heritage.

Cultural Heritage is an inexhaustible resource for Georgia's economic and social development; identification, protection, interpretation and usage of this valuable resource is a necessary precondition for the country's social and economic progress. Cultural Heritage is an integral part of the environmental policy failing which the country's viability becomes questionable.

In 20th century the idea of the Cultural Heritage got beyond its formerly adopted understanding of fine arts and beautiful artefacts and embraced everything reflecting particular stages of human, societal or national development. Now its main feature is believed to be not only aesthetics but genuineness, authenticity. Likewise the main criterion for its protection is preserving its genuineness, meaning sincere attitude towards its value needing no embellishment because its beauty is in its truthfulness. Protecting its genuine, true character is decisive for the right development of the Cultural Heritage.

And finally the diversity of the heritage, a live cultural environment is a fertile soil, where the most daring and the most innovative modern art can flourish, whether it be architecture or street art. This is the soil offering a limitless space to an artist, inspiring and setting high creative standards, refining taste, developing a broad outlook, and thus laying the bridge to creative latitude. The link of Cultural Heritage with other arts, however invisible it may be, is still deep and organic. This interaction creates a strong impulse, which needs to be exploited. There is no heritage without a broader context of socium and culture.

Mission

Having a clear-cut National Vision - is the main objective of National Policy on Cultural and Historic Heritage.

This National Vision shall imply identification of the cultural heritage and its accurate interpretation in a broader context. We can boast of a long tradition of discussing and appreciating our heritage in its cultural-historic aspect, however its social meaning is not yet fully recognized, and neither its potential is used to foster our identity, deepen our knowledge and experience, making better the people everyday environment.

The State shall facilitate the community empowerment through preservation and development of the cultural heritage – its organic environment, because without protection of the cultural environment and underusing the opportunities offered by it we cannot achieve the right, i.e. viable, sustainable social and economic development of our country. This approach shall be clearly pronounced in our cultural heritage policies, legislation, management and administration systems, and clear delimitation of public agencies' competences.

The liability of protecting cultural heritage shall be reflected in visions of every sectoral development, whether it is economic, environmental, agricultural, educational, foreign relations, defence etc.

Therefore, the cultural heritage policy shall provide for sharing the responsibility to foster cultural heritage among all levels of the public administration: central, regional and local government, and most importantly between the public sector and wider public.

The objective for cultural heritage policy is to raise everybody's awareness concerning the importance and value of the heritage, achieve involvement of citizens in its preservation and development, which directly follows from transparent management and democratization of the country. This policy shall be, in the first place, shaped by the wider public, a successor to the values, which survived till our time and belong to all of us. Every citizen shall be aware of his or her role, responsibility and competence in the heritage protection and ownership. In 1897 Ilia Chavchavadze was writing: "Today the diligence, labour and stewardship, preservation and ownership of the fruit of labour is the most powerful weapon". The heritage created by our ancestors is the fruit of labour, the stewardship of which is the duty of the both authorities and an average citizen.

The cultural heritage policy provides for:

1. Promotion and protection of cultural heritage diversity;
2. Empowering professional institutions, increasing responsibility of different agencies in cultural heritage protection;
3. Depoliticizing sectors related to heritage protection and development;
4. Provision of diversity of sources of funding designated for cultural heritage protection and preservation;
5. Developing special programmes bringing tangible social and economic benefits to the local communities based on the heritage sites and historic environment;
6. Raising public awareness concerning the importance of the cultural heritage: it should be clear for everyone why we have to take care of our heritage and how can we do it, what story can a particular site tell us and how we can benefit from its care and ownership;

7. Citizens' access to the cultural heritage related issues: without this access the heritage can't have its social function;
8. Emphasizing a broader context of the environment – looking at cultural and natural values from one angle.
9. In order to achieve the above respective legal and administrative changes shall be made;

The heritage protection quality and principles determined by its typological diversity have a vital importance. The diversity of the heritage is leading to diversification of the ways of its protection through creation of an evaluation system, which is built on appropriate values, and identification of its historic, social and cultural features. This diversity deserves to be appropriately studied and reflected in our legislation and conservation methodology, which demands the relevant reformatory process.

It is important to maintain balance between the rights and interests of the both, the state and the owner, whenever it there is an issue of protection or usage of the cultural heritage, and at the same time observe the community's title to this heritage. The government shall try to make the owners its allies in the heritage protection, and care for improvement of their conditions. This brings us to the necessity of facilitation of cooperation between public agencies and the owners. The public agencies shall set an example by stewardship and care of the cultural heritage properties being in the private ownership. This will be decisive for bringing this area under the rule of law.

“We hold this beautiful country...” – Ilia Chavchavadze was writing in 1897 with admiration and concern. - Today the Beauty of Georgia – its natural and cultural heritage is facing a great threat.

Sharing the international experience, empowering and shaping out the community's role in cultural heritage management, restoring the volunteering institution and using it for daily stewardship and protection – these altogether will lay a viable road to the heritage protection, creating a “culture of conservation”.

Cultural Heritage of Georgia

In the state registry¹ of Georgian immovable monuments there are 6 803 monuments registered, out of which 484 are of the national importance. There are 3 Georgian sites inscribed on the World Heritage List. Since 2012 the intangible heritage has been subjected to the inventory study in Georgia.

Georgian law on "Cultural Heritage" determines the following types of heritage:

Article 3. Terms used in the law

i) cultural heritage listed property (listed property)

i.a) immovable or moveable cultural heritage property (a moveable or immovable object as defined under Georgia's Civil Code), which has been granted a listed property status under the procedure prescribed by the present Law;

i.b) complex object – unity of physically, functionally, historically and territorially interrelated cultural heritage properties, which is topographically definable and which has been granted a listed property status under the procedure prescribed by the present Law;

j) cultural heritage protection zone (protection zone) – area, which surrounds immovable cultural heritage properties or/and is within the site of their location or influence, to which a special regulatory regime is applied and the purpose of which is to protect cultural heritage located therein from undesirable impact;

k) cultural heritage:

k.a) tangible – architectural, artistic, urban, rural, archaeological, anthropological, ethnographic, monumental and technology related immovable or moveable properties and documentary materials of artistic, aesthetic, historical and memorial interest, as well as gardens, parks, objects of landscape architecture, historic settlements and historical environment associated with the history, development, folklore, beliefs and traditions of the country, and past or present civilizations, all of which have been created by humans or as a result of human impact on nature;

Article 19. Classification of Listed Properties

- 1. Listed properties are classified into types according to their typology, and historical, cultural, artistic, aesthetic, memorial, spiritual, scientific and other values*
- 2. The following are the types of a listed property: a) archaeological; b) architectural; c) engineering; d) urban; e) parking/gardening art and landscape architecture; f) palaeographical; g) of listed property of fine arts; h) memorial; i) ethnographic; j) of fine arts; k) documental.*

The law also determines the form of heritage registration, namely its *article 15. Granting the status of the monument of cultural heritage to a site*. A heritage site can belong to two grades: a monument and a monument of the national significance. Georgia is a member state of the World Heritage Convention and therefore the law considers presentation of a monument of national significance to the list of World Heritage. Registration of the heritage guarantees protection of the monument, i.e. all registered monuments are protected by the law.

The law also provides for a system of protection zones:

Article 34. Structure of Cultural Heritage Zones and the Procedure of their Designation

- 1. The structure of cultural heritage protection zones shall comprise an individual protection zone of a listed property and general protection zones.*
- 2. An individual protection zone of a listed property contains the following areas:*
 - a) a physical protection area of a listed property;*
 - b) a visual protection area of a listed property.*
- 3. The following are general protection zones:*
 - a) a historical built-up area protection zone;*

¹ As of 2012.

- b) a built-up area regulation zone;
- c) a historical landscape protection zone;
- d) an archaeological protection zone.

Regional and typological analysis of the list of immovable monuments (Fig. #1, 2.) shows that the list is somewhat unbalanced in both: regional and typological terms. The most evident is the typological scantiness and unequal representation. Majority of registered or protected monuments are the specimens of dwelling and worship architecture. Considering that 80% of registered dwelling area is inventoried in the Capital, i.e. in fact it represents the urban fabric of the city, it is clear, that the vast majority of the registered monuments belongs to the Middle Ages' religious and fortification architecture of Georgia. Therefore the regional misbalance is partially caused by the same reason, however, the size of the regions also play certain role in it.

Figure 1. Regional representation of heritage

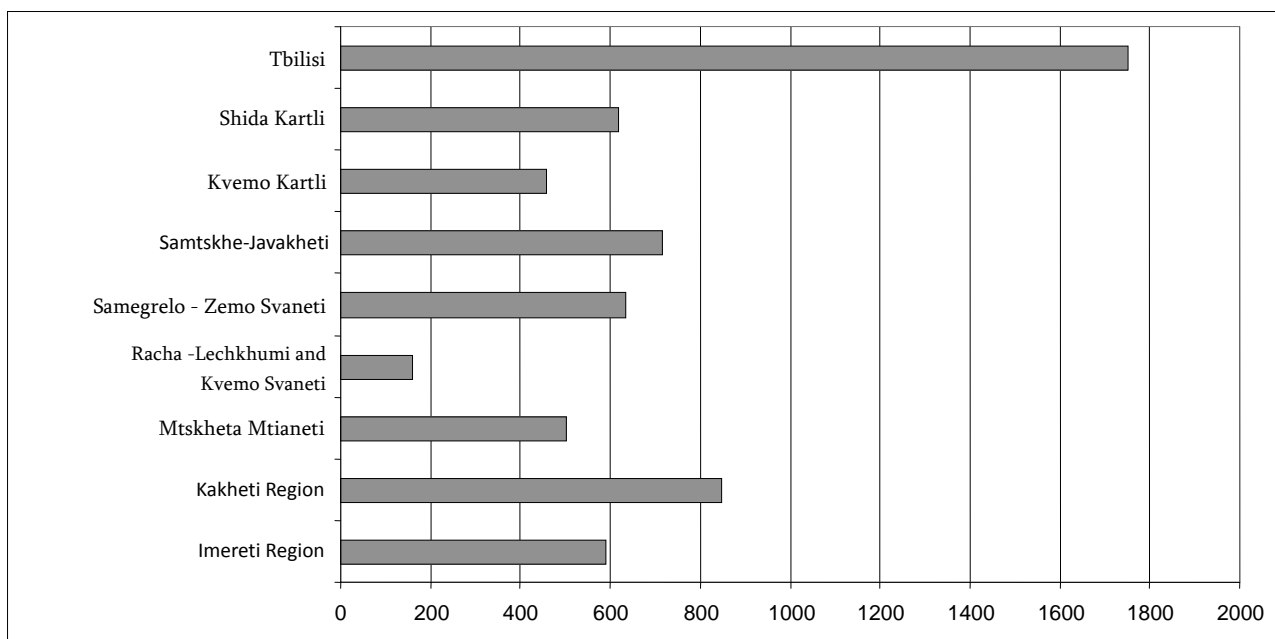
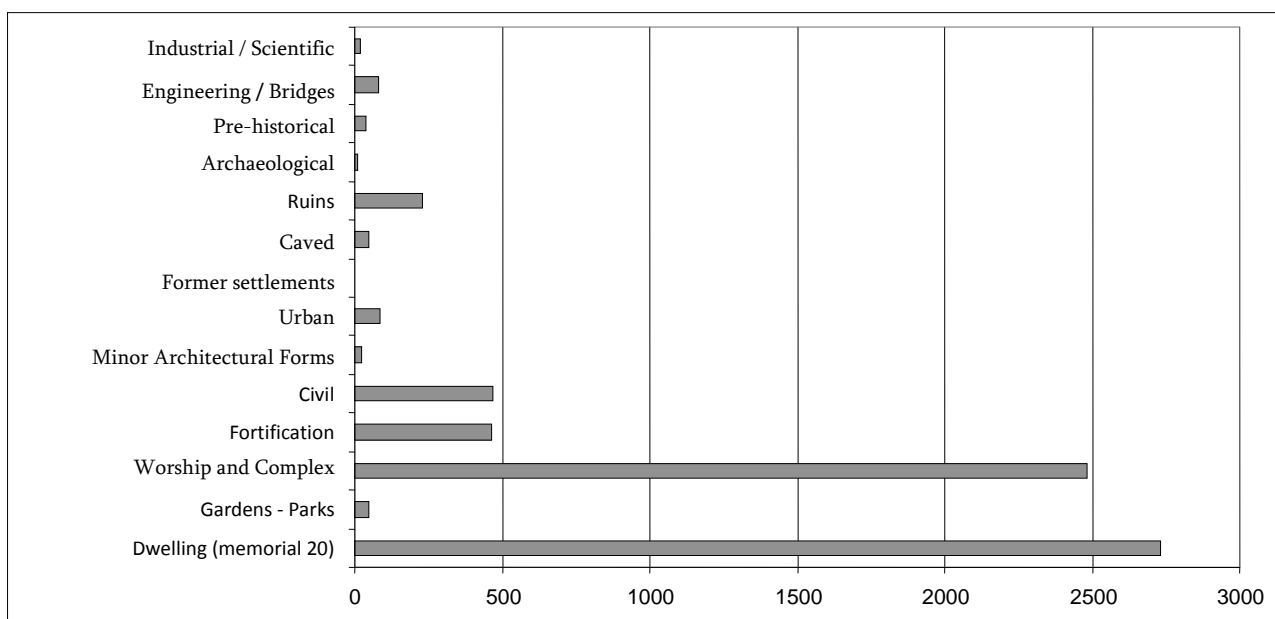


Figure 2. Typological representation of heritage



The scarcity of typologies such as: industrial, engineering, gardening-parks and architecture of the second half of XX century is evident. The lack of archaeological and pre-historical monuments is also alarming. With regards to the small amount of urban monuments they are represented only by few Svanetian villages and some of Tbilisi and Signaghi streets. The list does not contain historical towns. The civilian buildings include 35 agricultural buildings, whereas the type of heritage such as agricultural heritage - is not registered at all. **Georgian law on "Cultural Heritage" does not acknowledge the notion of cultural landscape.**

The heritage of ethnic minorities is mainly represented by religious buildings (Armenian apostolic churches and mosques, medreses). There is no mentioning of German settlements and buildings located in Bolnisi district - well-known to professional communities and studies. The list does not represent the cultural heritage of small ethnic communities either. In 2006 the list was added with part of Doukhobors' settlement, however the knowledge and documentation regarding this heritage is still very poor. Similar scarcity is observed with regard to the immovable heritage of the ethnic Udi - facing extinction. The report (2003) by the Public Defender of Georgia focuses mainly on protection of key intangible heritage of the small ethnic communities.

The acting legislation recognizes a sole form of registration - inventory of a monument, to which the individual protection zone is automatically established and which can also be granted with general, visual, archaeological and etc. protection zones. As for the protection zones, in Georgia only the World Heritage sites and Tbilisi Historic District have general protection zones, however, out of the abovementioned sites only village Chazhashi is registered in the registry.

The international practice shows that the countries, based on the variety of heritage types, in order to represent and protect the full spectrum of their heritage employ different forms and levels of registration or protection. For example, in England, at the national level the following types of heritage are registered according to „English Heritage”²:

- 374 091 listed building entries
- 19 717 scheduled ancient monuments
- 1 601 registered historic parks and gardens
- 9 080 conservation areas
- 43 registered historic battlefields
- 46 designated wrecks
- 17 World heritage sites

For selection of each typology a clearly defined value system is established. For example, there are 43 Battlefields registered³ that had been selected against the **declared criteria**:

1. *"As turning points in English history, ...The reputations of great political and military leaders were frequently built on battlefield success;*
2. *Tactics and skills of war still relevant to the defence of the country ;*
3. *Battlefields are the final resting place for thousands of unknown soldiers, nobles and commoners alike, whose lives were sacrificed in the making of the history of the country;*
4. *Where they survive, battlefields may contain important topographical and archaeological evidence which can increase our understanding of the momentous events of history which took place on their soil"*

The place of common respect and the highest symbolic value in Georgia - Krtsanisi Battlefield - is not considered a protected heritage.

² <https://www.english-heritage.org.uk/caring/listing/listed-buildings/>

³ <https://www.english-heritage.org.uk/caring/listing/battlefields/>

The international practice shows that there are sub-typologies developed under categories in order to achieve systematization of the heritage values and full determination and identification of diverse heritages. For example, in Poland several typologies of cultural landscape have been recognized:

- *Harmonic cultural landscape*
- *Manmade cultural landscape*
- *Industrial landscape*
- *Battlefield landscape*
- *landscape combining a designated monument and technological/engineering progress*
- *Sacred landscape (related to ethnic / religious communities)*
- *Religious landscape*
- *Populated landscape*

Selection of a particular category is based on a respective value system and protection regimes.

Absence of forms of listing of Cultural Landscape in Georgia is somewhat illogical because the country is featured by diversity and variety of this typology. For example, in 2014 the World Heritage list was added with Vineyard Landscape of Piedmond: Langhe-Roero and Monferrato⁴ (Italy), that “... is outstanding for its harmony, and the balance between the aesthetic qualities of its landscapes, the architectural and historical diversity of the built elements associated with the wine production activities and an authentic and ancient art of winemaking.” Despite the fact that qvevri wine making tradition has been inscribed on the World Intangible Heritage list, in Georgia, Alazani Valley, which is a very special area of sacred, historical, aesthetic and agricultural value - has not been either identified as a cultural heritage or registered as a cultural landscape.

International conservation doctrines and regulations started reflecting the diversity of heritage values since 1990. From the same period the concept of the cultural landscape is mentioned in UNESCO, ICOMOS and EC Declarations and Conventions as well. Several Charters of vernacular architecture, industrial heritage and cultural routes have been developed; that resulted in broadening of the notion of heritage; namely:

- *The heritage as a resource for use, experience and knowledge*
- *From conservation of classical architecture to conservation of vernacular architecture*
- *From conservation of the heritage's aesthetic beauty to the conservation of representation of historical development stages⁵ (industrial, scientific, traditional activities and etc.)*

The hardest social and economic crisis of 1990's in Georgia weakened institutional system and academic infrastructure that became unable to reflect developments of the international conservation in the national heritage conservation system. Existing heritage conservation system in Georgia does not reflect the wide range of the unique heritage of the country and therefore falls behind from the developed international practices.

It is noteworthy, that the number of the registered heritage is rather small - 6 803 monuments in total. For example, in Slovenia⁶ there are 30 000 sites registered, in Estonia - 26 578⁷, in Norway there are 6 000 just archaeological sites, and in Holland - 80 400 immovable monuments out of which 60 000 is of national importance, 400 of regional and 40 000 of municipal importance⁸.

⁴ <http://whc.unesco.org/en/list/1390>

⁵ Per Morten Ekerhovd, Regional authorities and their responsibility for management of the cultural heritage in Norway.

⁶ http://www.culture.si/en/Register_of_Slovene_cultural_heritage_-_rkd.situla.org

⁷ <http://www.kul.ee/en/activities/heritage-conservation>

⁸ Alle Elbers, Legal and institutional framework in the Netherlands for preservation of the historic built environment, 2013,

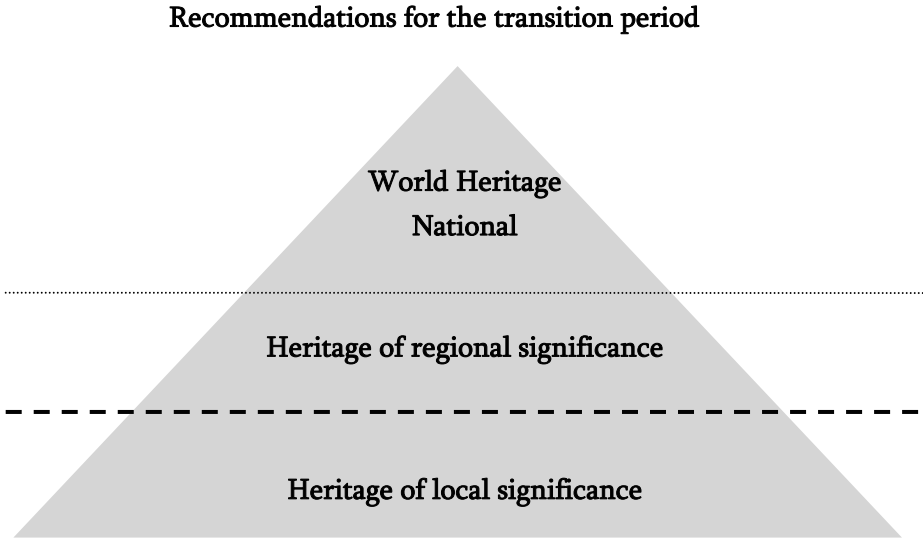
The experts⁹ foresee challenges in inadequacy of the categorizing system of the listed heritage that does not reflect qualitative categories of the heritage values. Traditionally in Georgia there were 3 categories of monuments and even then differentiation of monuments was considered insufficient. As a result of legislative amendments made since 2006 only 2 categories were left, in particular: 484 monuments of national importance and 6 319 other monuments. Shortage of heritage categories impedes development of the suitable conservation regulations too. In 2013, when the Ministry of Economy and Sustainable Development, in order to simplify revocation of sites from the heritage list, initiated amendments to the law that would apply “just only” to the local significance sites, 90% of the listed heritage had been exposed to the threat¹⁰, among them: Tbilisi Opera and Ballet Theatre, Tbilisi Rustaveli Drama Theatre, Mtatsminda Pantheon and many other significant buildings.

It is necessary to elaborate a clear system of values that would define the notion of heritage and its diversity that will serve as grounds for development of conservation statuses of relevant typologies and registration forms;

It is important to make further differentiation of registered monuments, that can be done under a special programme requiring and will take much time and efforts;

For the transition period the former 3-level monument grading system can be utilized: national (like former All-Soviet Union), regional (former national) and local. At the same time the possibility of registration and identification of so called local/community heritage can be considered, that will not be registered till the reform of registration and categorization of monuments is accomplished.

Figure 3. Classification of statuses of heritage monuments



The heritage diversity itself prompts diversification of conservation principals and tools. **National heritage policy of Georgia shall ensure a broader identification, presentation and conservation of the heritage diversity.**

⁹ Dimitri Tumanishvili, For the issue of Monument Categories, **Heritage Conservation Regional Network Journal**, 2014, <http://rcchd.icomos.org.ge/?l=G&m=4-4&JID=5&AID=35&l2>

¹⁰ ICOMOS Comments on the planned ammendments to the Georgian Law on "Cultural Heritage", 2013

Heritage Administration and Management System

Ministry of Culture and Monument Protection (Ministry) is an authority implementing the state heritage protection policy in the country. Currently the Ministry does not possess an officially declared view, mission or a so called "white paper", nor any policy document upon which the heritage preservation strategy would be based. In 2013 the Ministry organized the group of experts who developed a cultural policy concept¹. In 2014 the Ministry started working on the cultural policy that considers heritage protection issues as well. Based on the significance of the issue, the Ministry plans to create a **Division of Cultural Policy**.

National Agency for Cultural Heritage Preservation of Georgia (the agency) has been built up on the basis of the existing complex monuments of national and international significance; it represents their totality and is their legal successor.

Ministry of Education, Culture and Sports of Autonomous Republic of Adjara is responsible for culture and heritage policy in Autonomous Republic of Adjara.

National Agency for Adjara Cultural Heritage Protection will manage heritage within the territory of the autonomous republic of Adjara.

Parliament of Georgia has Education, Science and Culture Committee.

National Museum of Georgia represents a strong network of museums and museum-reserves. Besides the rich movable heritage assets preserved in its museums the national museum manages important territorial monuments as well.

Giorgi Chubinashvili National Research Centre for Georgian Art History and Heritage Preservation is an institution subordinated to the Ministry; it significantly contributes to research and protection of Georgian cultural heritage.

Georgian National Commission for UNESCO of the Ministry of Foreign Affairs is in charge of implementation of World Heritage Convention and other international Conventions in Georgia.

Georgian Apostolic Autocephalous Orthodox Church based upon the Constitutional Agreement signed between the Georgian Orthodox Church and the Georgian State it possesses a major part of the national heritage, historical churches and monasteries and carries out their management and protection efforts together with the State.

Tbilisi City Hall carries out management of Tbilisi Historic District being a site of Tentative List of World Heritage.

The following NGOs are actively involved in heritage sector:

Georgian Arts&Culture Centre, ICOM Georgia, ICOMOS Georgia, Caucasus Environmental NGO Network – CENN, Green Alternative, Association "Society and Cultural Environment", "Tiflis Hamqari", "Georgian National committee of Blue Shield International", non-governmental monitoring of cultural heritage, "Monument's Friend", "Heritage for Future" and etc.

¹ <http://www.culture.ge/01.pdf>

National Agency for Cultural Heritage Preservation of Georgia

The agency is delegated with the absolute authority of management and administration of cultural heritage, namely its duties include but are not limited to: heritage registration, activity planning, management of state procurement, monitoring, research, world heritage management, international relations, permit issuance and so on. Together with the head office in Tbilisi the following sites are united within the agency:

- The Greater Mtskheta Archaeological Museum -Reserve;
- Vardzia Historical-Architectural Museum-Reserve;
- Uplistsikhe Historical-Architectural Museum-Reserve;
- River Ksani Gorge Historical-Architectural Museum-Reserve;
- Ujarma Architectural Ensemble;
- Samshilde Architectural Ensemble;
- Gremi Museum;
- Kldekari Historical-Architectural Museum-Reserve;
- Parmen Zakaraia Nokalakevi Historical-Architectural Museum-Reserve;
- Ekvtime Takaishvili Archaeological Museum-Reserve of Guria Region;
- The River Didi Liakhvi Gorge State Museum-Reserve;
- Kutaisi Historical-Architectural Museum-Reserve;
- Stepantsminda Historical Museum;
- Borjomi Local History Museum;
- Niko Piroshmanashvili State Museum;

Although the agency was created on the basis of the existing national monuments, in fact it administers all registered heritage and manages vast majority of it, because there is no other infrastructure (except Georgian National Museum and Adjara Agency for Cultural Heritage Protection) for the country's immovable heritage. Keeping in mind that the monuments located in the regions (of local importance) do not have local management or administration units, the agency tries to take care of and monitor other monuments in the regions through the regional Museum-Reserves. This system is less effective because, firstly, the museum-reserves have limited resources and, secondly, the existing administrative procedures do not allow the museum-reserves to use those limited resources independently. For example, a comparatively strong unit of the agency - Uplistsikhe Historical Architectural Museum-Reserve carries out management of the complex site of included in the Tentative List of the World Heritage and, at the same time undertakes management of other 617 monuments of Shida Kartli region. The data regarding staffing and annual salary and administration rates (figure 1.) clearly shows that it is nearly impossible to fulfil such complicated duties with given limited resources.

1. Budget of the year 2012 of Uplistsikhe Historical-Architectural Museum-Reserve

Title	Staff number (incl. vacancies)	among them monitoring specialists (employed)	salary funds	annual salary fund	among them wages of monitoring specialist & position	among them annual salary of the monitoring specialist	car (unit)	fuel expenditure in 2012 (litres)	fuel expenditure in 2012 (Gel)	car maintenance expenditure in 2012 (Gel)
<i>Uplistsikhe Historical-Architectural Museum-Reserve</i>	16	1	4700	56400	300	3600	1	1650	3548	1750

The agency is responsible for conservation projects approval and the restoration permits issuance. Pursuant to the Law on Cultural Heritage, a permit is issued by the minister (this particular authority is delegated to the Director General of the Agency), who makes decision based on recommendations provided by the board of experts. The board examines all types of projects (starting from smaller rehabilitation works up to the very complex restoration works) from all over Georgia.

The agency is responsible for preservation and management of World Heritage Monuments of Georgia.

EU funds a project "support to institutional development of Georgian national agency for cultural heritage protection²", a so called "Twinning" (hereinafter "Twinning Project"). The project has outlined 5 fields that need to be reformed³:

1. *Technical and methodological prescriptions for works on monuments and archaeological artefacts; List of necessary documents for issuing a works permit – necessity of marking and diversification to typologies, size and importance.*
2. *Inexistence of professional qualification requirements for both persons and companies to perform works on cultural heritage; Recommendations for improvement of state procurement for restoration works aiming to ensure quality based selection in tenders.*
3. *World Heritage Law – Special regulations for World Heritage Management.*
4. *Procedures for field inspections and sanctions impositions foreseen by legislation.*
5. *Enforcement rules of 2002 Concordat between State and Church, particularly as for conservation and preservations.*

According to the constitutional Agreement (concordat) between the Orthodox Church and the State, the Church and the State jointly implement patronage and preservation of the historical churches and monasteries located in the country. The provisions stipulated in the Concordat are not extended to other legal acts. The weak coordination and poorly delineated competences caused a number of problems in terms of conservation of religious heritage. This topic was addressed by several resolutions of the World Heritage Committee. It is necessary to develop an act regulating cooperation and duties and responsibilities of church and public authorities with regard to the preservation and conservation of cultural heritage under the church's ownership.

The "Twinning Programme" elaborated a relevant action plan:

"Introduction of a regulatory base for collaboration between civil and ecclesiastical authorities on the preservation and conservation of Church's Cultural Property.

It is convenient that Church and Agency undertake a common work for the analysis of the situation and for the drawing up a possible general agreement at national level between the appropriate civil and ecclesiastical authorities to the aim of:

- 1) *establishing practice of systematic collaboration between civil and ecclesiastical authorities*
- 2) *pointing out level of competence both in civil and in ecclesiastical bodies*
- 3) *fixing the fields and competence of the common collaboration work*

² The project is managed by Italian-Danish Consortium - comprising of Italian ministry of cultural heritage and tourism, Danish Agency of Culture, Italian Service research and Training Center (Formez PA), National agency for new technologies, energy and environmental protection of Italy.

³ Analysis and recommendations for the legal framework regulating the cultural heritage, 2013, "Twinning Program".

4) *establishing procedures for the advancement of the initiatives, from the inception to the accomplishment*".

As a result, on July 17, 2014 the Memorandum of Cooperation was signed between the Georgian Apostolic Autocephalous Orthodox Church and the Ministry of Culture and Monument Protection of Georgia.

Self-governance Bodies

According to the Georgian legislation (Section II. Chapter III. Article 4.1) protection of cultural heritage besides the ministry is also carried out by: Ministry of Justice of Georgia, local self-government bodies, as well as other public institutions, legal entities of public and private laws.

The Ministry of Justice participates in heritage registration, while the local self-governments are not capable to participate or their participation is insignificant. For example, in Telavi municipality there are 171 monuments located in 29 villages. The division of culture, monument protection and education of the municipal administration (*Gamgeoba*) employs only one specialist of heritage protection. In 2012 the local authorities had an initiative - to re-establish a position of a heritage guardian for each village with minimal salary – but this has not been granted.

The regional administration does not have relevant social services.

The Georgian heritage administration and management system does not ensure adequate management of heritage.

Decentralization of the Heritage Management

The international practice shows that the process of decentralization of cultural heritage management matured and streamlined in 2000s, in some places this process was just starting while in other places it was already finalized.

Reorganisation is needed to empower regional and local heritage policies. There is a need of a policy that will be closer to the municipal government including land management and etc.

Municipal government shall be in charge of preservation, management and development of cultural environment and undertake the key role of in development process.

In order to achieve this, the reforms shall be planned carefully and introduced and implemented stage by stage. The government shall elaborate quality regulations for planning and development, as well as create easily accessible and full-scale informational database; provision of necessary know-how and skills and building up relevant infrastructures locally.

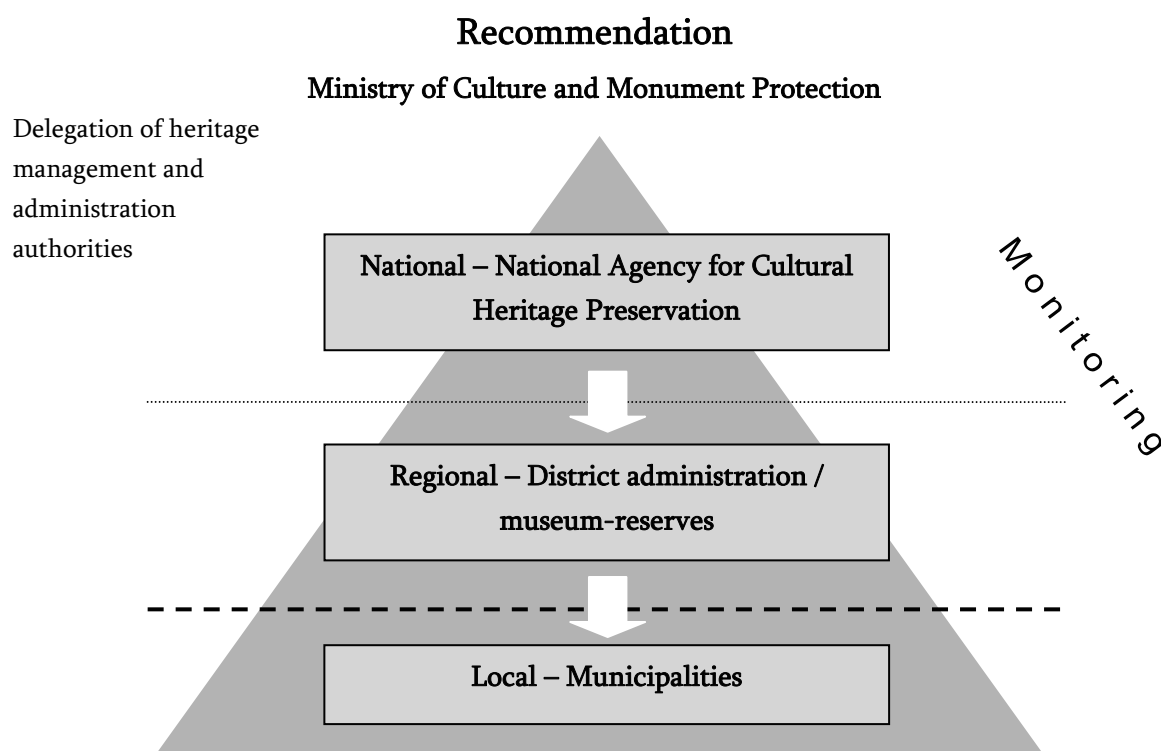
Competences assigned to Adjara showed that decentralization could not yield desirable results without proper preparatory activities and bore formalistic character. Only through analysis of this experience and consultations with the staff of Adjara Agency the proper planning of the reformatory process can be achieved.

More importantly, especially at the initial stage, the authority shall be delegated and not assigned. It is necessary to accumulate enough practices and experience and establish a local tradition of heritage management.

Delegation of authority shall be preceded by creation of regulations for heritage protection and establishment of clear procedures thereto; elaboration of documents regulating interference with the monument, establishment/consolidation of local and regional institutions - setting up relevant infrastructure;

During the transition period, if the tri-categorization of monuments is adopted, it would be possible to carry out management of the three-level heritage. Given that self-governance does not take place at the regional level, the agency could set up regional offices for the monuments of the regional importance or consider handing over such responsibilities to the relevant strong and mobile Museum-Reserves in the regions, while the management of the local monuments could be carried out by the local municipalities. (Figure 2.)

Figure 2. Decentralization of Heritage Management



Decentralization of heritage management shall be planned and implemented within the framework of the decentralization reform⁴ planned by the Georgian Government and, the issues related to the heritage protection shall be considered at every stage of the action plan provided by the concept paper, for example:

“5. other activities of the reform 5.1 planning of training programmes ... 5.2 provision of large-scale training program ... 5.7 preparation of changes and amendments to the sectoral and special laws and regulations planned within the reform” and etc.

⁴ http://www.government.gov.ge/files/275_36295_149839_22310313_2_.pdf

Decentralized heritage management together with empowered regional and local institutions shall become the mainstream of the national policy for cultural heritage.

Heritage Database and its Accessibility

The accessibility to the heritage database does not correspond to the modern standards. The volume of information registered in the national registry of Georgia is rather poor, often incorrect and insufficient for the stakeholders and parties. Currently there are several planned and on-going projects⁵ dedicated to improvement of accessibility of the information.

Within the framework of an agreement signed between the Directorate of Norway's Cultural Heritage and the Agency (for period of 2012-2016 years.) two projects are being implemented in the field of IT: setting up a database of Georgian cultural heritage and creation and development of a GIS portal (2013-2016).

The National Agency for Cultural Heritage Preservation of Georgia and the National Agency of Public Registry plan to sign a memorandum of understanding aiming at cooperation with the view of development of national spatial information systems in Georgia and establishment of a permanent information exchange system.

The Agency for takes part in creation of National Spatial Data Infrastructure (NSDI).

Currently, the on-going project is dedicated to digitalization of the archive of cultural heritage and filling the database. The archive's database has a web-portal www.dataherita.ge.

GIS also has its web-site www.myherita.ge which provides general information about monuments of cultural heritage.

*"Using the catalogue and ICT to promote the dissemination and knowledge of cultural heritage among citizens and tourists is a strategic measure that Georgia should pick up as an opportunity, by commencing to make available to the public information, history, values, problems and needs of the property for its conservation (this may be associated to forms of crowd-funding)."*⁶

⁵ L. Tumanishvili, Head of Informational and Educational Division of the Agency, 2014.

⁶ Luisa De Marco, 2014. Project Mission Report.

Protection of heritage located in occupied territories of Georgia, risk preparedness and risks management.

Protection of cultural heritage of Georgia located in the occupied territories is a subject of special concern.

In order to preserve the movable and immovable monuments of Georgia's cultural heritage located in occupied territories it is important to take effective measures to activate provisions stipulated in UNESCO Hague Convention (1954) and its second protocol (1999), namely, Government of Georgia shall:

- actively work in UNESCO Committee for the Protection of Cultural Property in the Event of Armed Conflict (Georgia is the member of the committee from 2013 to 2017);
- conduct a wide international public awareness campaign about the conditions of the cultural heritage located in the occupied territories;
- continue active negotiations with UNESCO and Council of Europe, use Geneva negotiations format in order to achieve assigning an international monitoring mission to study the status of the monuments located in the occupied territories;
- facilitate the exiled **Ministry of Education and Culture of Abkhazia** in increasing its resources and engaging in the process;
- Support the local non-governmental and civic initiatives, among them activities by Georgian organization of "Blue Shield" dedicated to the mentioned issues.

In the event of armed conflict or natural disasters in order to protect cultural heritage it is important to:

- set up a risk management team together with the Security Council or the Emergency Management Department of the Ministry of Internal Affairs, and entrust it with a task to elaborate a risk management plan and take responsibility for its implementation. The plan shall include the following aspects: mobilisation and preparation of human resources, mobilization of the infrastructure necessary for protection of movable and immovable heritage, and etc.
- designate additional aspects to the function #17 (evacuation of movable objects of cultural heritage) under the Decree of the President of Georgia about the national response plan to natural and manmade emergencies, with the view to ensure mechanisms and means for protection of immovable monuments.

In 2010-2013 EU funded a project "War-free World Heritage Monuments" (Lebanon, Georgia), under which a model of preserving Mtskheta world heritage monuments from the risks of war⁷ has been developed. It is very important to implement the plan and recommendations developed in the course of the project.

⁷ Project partners: municipality of Mtskheta, WATCH, Italy; Old City rehabilitation and development fund, OCRD, Georgia.

Legal Environment

The basic tool regulating cultural heritage protection is the Law of Georgia “On Cultural Heritage” which has replaced in 2007 the former law enacted in 1999.

A number of primary and secondary legal acts and regulations have a bearing on the operation of this sector (see References).

The acting law on cultural heritage is very broad and “ambitious”¹, it refers to both, movable and immovable monuments, archaeological, tangible and intangible cultural heritage however given underdeveloped state of organizational and legal practices it often lacks clarity. The strength of this law is in emphasizing the holistic character of the heritage environment and pursuing the integral protection, which is achieved through establishing multiple protection zones. At the same time the law is full of explanations and definitions, which logically shall be regulated by secondary legislation and specific regulations. However, given the fact that the number of secondary legal and regulatory tools is clearly insufficient, the abovementioned aspect of the law can be regarded as its strength rather than its weakness. Currently there is an ongoing work on the law on intangible heritage.

A few recommendations have been suggested within the “Twinning” Programme² concerning the need to develop regulatory procedures and regimes, which will facilitate a better enforcement of the law. The recommendations suggest: adopting a regulation by the Minister of Culture covering the activities to be done on archaeological monuments; passing a law “on professional activities in the sphere of cultural heritage”, referring to professional qualifications and competences; adopting a law regulating identification and management procedures of UNESCO World Cultural Heritage monuments; amending Georgian Criminal Code, Administrative Violations Code and Law of Georgia on Cultural Heritage.

The law was amended as of 21st November, 2008 and 25th December, 2013.

On 12th November, 2013 the Georgian government entered the parliament with amendments providing for a “simplified procedure of revocation the heritage protection status in exceptional circumstances in case of pressing public necessity”. This initiative stirred up a sharp wave of protest among professionals, who demanded recalling the draft amendments from the parliament,³ though they failed to achieve this, but the hearing of the draft was suspended.

Making or initiating frequent amendments to the law, which are mostly tailored to address specific shortcomings, are largely caused the lack of declared National Policy on heritage protection.

An important influence on heritage protection sector is caused by the **Law of Georgia on Basic Spatial Arrangement and Urban Development**. The law does not guarantee stability of urban framework documentation.

The law allows for exceptions enabling public officers to make such changes to the urban plans and regulation documents, which are not subject to discussion and consent of the stakeholders, therefore the

¹ Morten Stige, Cultural Heritage Management, City of Oslo, 2012, Mission Report within RCCHD Project.

² Gap analysis of legal framework regulating cultural heritage and recommendations, 2013, Twinning Programme.

³ ICOMOS Georgia – comments concerning the scheduled amendments to Law of Georgia on “Cultural Heritage”, 2013

city development paperwork is made or changes without any substantial research of the assumed outcomes or their professional evaluation.⁴

The Georgian Ministry of Economy and Sustainable Development has developed a draft of the **Georgian Spatial Arrangement and Construction Code** which bans exceptions to submission/change of the city development urban framework plans. Any changes in city development can be done only with broad community participation. Public hearings of the Code were attended by professionals. Provided that the final wording of the Code reflects professionals' comments as much as possible, as well as the position of the Ministry of Culture and Monument Protection is shared and the new Code is passed in timely fashion then it significantly will improve legal environment for natural, cultural and historic heritage protection.

Unlike the law on cultural heritage the **Law of Georgia on Protection of Environment** and **The Law of Georgia on the System of Protected Territories** is in more compliance with international practices and laws of Conservation. **There is a need to harmonize environmental and heritage protection laws.**

Issues of Enforcing the Law Governing Heritage

In 2013 Georgian Ministry of Culture and Monuments Protection commissioned independent legal firms⁵ to conduct legal analyses of the projects recently implemented in historic neighbourhoods of Tbilisi and Batumi. In 9 cases out of 11 the law on cultural heritage has been violated. The legal study identified the following trends:

1. Public authorities violate themselves legal procedures set by the law;
2. Public authorities are negligent to provide enforcement of the law;
3. Public authorities pass laws and regulations in contravention of the law on cultural heritage protection.

A clear example of the letter is a decree by the Minister of Culture and Monument Protection (N05/83, 16.04.14) on approval of statute of the Board of cultural heritage protection. According to the decree the Board of cultural heritage shall have 3 representatives from Culture and Monument Protection and representatives of Georgian government administration, Ministry of Regional Development and Infrastructure, Ministry of Finance, Ministry of Economy and Sustainable Development - one person from each agency. The board is competent to assign and remove a monument protection status, approve projects and perform other issues, demanding special expertise and knowledge. That is why the wording of the law on heritage protection is ***"The Board shall be staffed with experts of the field and public figures"*** (art.5. par.5)

The issues with enforcement of the law regulating the area of heritage protection are also highlighted in the following surveys and report of the NGO sector:

Tiflis Hamqari – Urban heritage protection issues and violations. 2013; consequences of revision cultural heritage list. 2014;

⁴ A. Tsintsabadze, Description and analysis of Tbilisi city development legislation, the research has been conducted with financial support of Open Society Georgia, within the project implemented by "Guerrilla gardening Tbilisi" movement, 2013.

⁵ Kordzakhia, Zhghenti, Attorney-at-law; Bochorishvili, Mikanadze, Papuashvili – Business and Legal Consulting; Nodia, Urumashvili and Partners.

GYLA – Rehabilitation Process beyond the Façade (Batumi rehabilitation). 2013; Sakdrisi – Kachagiani from cultural heritage to modern gold mining. 2014;

Green Alternative – Madneuli above the law. 2013.

In this respect the 2014 court decisions on Sakdrisi-Kachagiani archaeological site can be regarded as a new step in legal environment for heritage protection. Following a sharp dispute between the state authorities and civil sector the on 13th March 2014 City Court has suspended the effect of the writ by the Ministry of Culture and Monument Protection, under which a private company was permitted to perform large scale digging on Sakdrisi property; on 13th June 2014 Tbilisi City Court held null and void the writ of Ministry of Culture and Monument Protection removing the status of protected cultural heritage monument from Sakdrisi property;

There is a need for having an effective leverage for enforcement of the law, developing a penalty and fining mechanisms and having more precedents of settling differences through judiciary. The state and civil service shall set an example of rule of law in the heritage protection sector for citizens and community. Active involvement of the civil sector has a decisive importance in improving the legal environment for the heritage protection.

State of Conservation of Heritage and Conservation Principles in Georgia

The state of conservation of cultural heritage in Georgia is unfavourable. Two out of three world heritage sites (the Mtskheta Historic Monuments, Bagrati Cathedral and Gelati Monastery) are inscribed on the List of World Heritage in Danger. The World Heritage Committee for a number of years has been pointing out ineptitude of Georgian heritage management system, meanwhile reconstruction works done on Bagrati Cathedral clearly exposed an issue of conservation principles development, interpretation and application in Georgia.

The study¹ of rehabilitation of Telavi historic buildings and *Batoni's Tsikhe* Castle (2011-2012) implemented in the frame of the project demonstrated that in Telavi rehabilitation process classical rehabilitation methods have never been used. On the territory of *Batoni's Tsikhe* 3 listed sites have been destroyed unlawfully allegedly because their historic value was insignificant.

The issue of preservation and rehabilitation Tbilisi's historic neighbourhoods is still high on the agenda. A few surveys that have been made show that in 2011-2013 "*Intervention made in Old Tbilisi at public expense in nothing more than replacement of valuable historic constructions by new armoured-concrete tasteless historic-esque replicas.*"² After these rehabilitation instead authentic historic monuments we have been left with new pseudohistorical, low-grade constructions protected by a monument status³.

The Georgian heritage protection system has no clearly formulated conservation principles in a form of a statute or regime, for instance, like "English Heritage" – "**Conservation Principles for the Sustainable Management of the Historic Environment**"⁴, 2008, or 33. "**Principles for the Conservation of Heritage Sites in China**"⁵, 2000 and many other examples from international experience (see. References).

In Georgia conservation principles can only be found in the law given very generally; No planning policies or regulations for the heritage typologies have been created;

Although the law is rather detailed in describing possible types of protection zones and zoning rules for urban and archaeological sites, **Conservation plan**, which is prescribed by the law, has been made only for 3 sites⁶ of which only one⁷ is formally approved; in Georgia only 3 urban heritage sites: Tbilisi Historic District, Chazhashi and Mtskheta have protecting zones, while no sites have housing regulation plan and either respective procedures;

An important objective for the National Policy on heritage is developing clear conservation principles adherent to international standards and reflecting them in methodological rules for heritage sites of different typology. **Ministry of Culture and Monument Protection is obliged by setting conservation regulations, assist municipal and other public services, specialists, owners and other heritage stakeholders to protect and manage heritage in proper fashion.**

¹ M. Suramelashvili, 2012, Consequences of Telavi Rehabilitation. N. Tsintsabadze, 2013, Methodological violations during rehabilitation works performed in Telavi, *Batoni's Tsikhe*.

² Morten Stige, 2014, Cultural Heritage Management, City of Oslo, 2014, Mission Report within RCCHD Project.

³ Tiflis Hamqari, 2014, Results of Cultural heritage list review, USAID Georgia

⁴ <http://www.english-heritage.org.uk/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesguidanceapr08web.pdf>

⁵ http://www.getty.edu/conservation/publications_resources/pdf_publications/pdf/china_prin_heritage_sites.pdf

⁶ Chazhashi, Telavi *Batoni's Tsikhe* Castle Complex, Gelati Monastic Complex.

⁷ Telavi *Batoni's Tsikhe*

Cross-Sectoral and Inter-agency Cooperation - Integrated Conservation

Cultural heritage together with its diverse values represent an inexhaustible resource for Georgia's social and economic development. The social and economic potential of the cultural heritage builds up the grounds for the country's success and harmonious development of the society. In order to achieve the above objectives it is important to fully integrate the heritage potential into the national development programmes.

The inter-agency cooperation shall constitute the basis for study, representation and preservation of the sectoral and typological diversity of Georgian cultural heritage.

For example, as a result of the reforms implemented in 2003 in Norway, relevant ministries of different sectors identified sectoral values of the heritage that led to elaboration of national heritage preservation plans for each particular sector governed by the line ministries.¹

Economics and Social Importance of Heritage Protection

The history and fundamentals of heritage protection relate to key values such as: cultural, historical, aesthetic, educational and national self-awareness values. In XX century the diversity and economic and political significance of social values of the heritage had been comprehended and acknowledged. The economics of the heritage conservation, as a development theory, originates since 1970s in western countries and reached its full maturity phase in 1980s. Based on the practical experiences the authors of the movement started a new movement in the sector. They introduced a system of economic arguments, which was further used by the heritage protection professionals and activists as a tool to influence the views prevailing among the decision-making authorities who thought that the heritage protection is a luxury and can be exercised only in a strong economic environment.

“The preservation movement has one curiosity. There is never retrospective controversy or regret. Preservationists are the only people in the world who are invariably confirmed in their wisdom after the fact.”²

This quotation is most frequently cited in different publications dedicated to the economics of heritage preservation; presumably, because, besides the precise explanation provided in the quotation, its author is one of the most famous American economists and public figure - John Kenneth Galbraith.

Supporters of the heritage economics stress that the sector of heritage protection itself is effective as it is resource saving and energy-efficient; and that the heritage economics is fiscally responsible and economically feasible responding to the existing economic challenges. This particular topic is frequently addressed by international scientific forums of heritage protection. Hundreds of publications (see the reference list) bring arguments and proofs based upon figures and rates of specific examples indicating that the heritage protection creates employment opportunities; the sector of heritage protection offers 10-12%

¹ Morten Stige, 2014, Cultural Heritage Management, City of Oslo, 2014, Mission Report within RCCHD Project.

² Donovan D. Rypkema, 1998, The Economics of Historic Preservation. A community Leader's Guide, National Trust for Historic Preservation

more jobs as opposed to new housing development of the same scale. While the costs of new construction are equally divided between the labour costs and construction materials, 60-70% of rehabilitation costs are used for salary payment; Usually, the restoration works employ local labour and therefore, the income generated by them is spent locally too. The restoration materials are mainly produced locally while most of construction materials are imported; all these contribute to development of the local economy. Several methodologies have tried to measure direct and indirect impact of the heritage upon the economic development and the profitability and economic effectiveness of the heritage protection. A special communication "language" has been developed between the two absolutely different sectors such as heritage conservation and economic development:

*"Every euro subsidy spent by the Dutch Restoration Fund, leverages a threefold private investment."*³

*"£ 1 of investment in heritage buildings generates an additional £ 1.60 in the local economy."*⁴

*„In Singapore Residential properties in historic neighbourhood have increased in value average 200% in 10 years compared to 150% for condominiums."*³

*"Over the last 20 years, for each dollar appropriated by the Rhode Island General Assembly for historic preservation, the state has received \$ 1. 69 in new state tax revenue. The overall benefit to our state's economy was \$29 for each state dollar appropriated."*⁵

International success stories of heritage conservation economy,⁶ show that it facilitates emergence of new businesses, stimulates tourism development, increases prices of real estate, improves quality of life, struggles with poverty and strengthens the society's confidence. The heritage economists outline the specific advantages, for example, an owner whose property is located in the historical area is rather safe during any economic crises; such advantages emphasize the potential of heritage protection in development of small and medium size businesses, considering that "in Europe and USA 80% of new jobs are created by SMEs, while in the countries of so called new economies this indicator amounts 99%."³

Besides the direct impact, the heritage economy is characterized by a continuous process of development and incremental indirect effects. Successful stories of heritage preservation demonstrate that the public policy in pursuance of heritage economy is the most lucrative policy for regional and local development.

Justification of tax incentives of heritage preservation sector mainly relies upon the fact that "Benefit greater than cost". "„Preservation incentives represent a fiscally responsible investment of scarce public resources."⁵

Since 1970s UNDP and WB started justification of investments in heritage preservation sector, and already in 1980s a new term -"heritage industry" appeared in active communication following the upsurge of tourism industry.

According to the data of UNWTO, during last 60 years tourism has been constantly accelerating and diversifying, and therefore represents the largest and most rapidly growing sector of the economy. The number of international tourists has increased from 25 million in 1950 to 438 million in 1990, and by 2008

³ Ester van Steekelenburg, 2014, ECONOMICS OF HERITAGE, Tbilisi Workshop Presentation

⁴ Duncan MacCalam 2012, Improvement of historical urban areas in England: Learning again after so many years, society and the historical environment, materials of the international conference. ICOMOS Georgia.

⁵ Donovan D. Rypkema, 1998, The Economics of Historic Preservation. A community Leader's Guide, National Trust for Historic Preservation

⁶ Fez Medina, Richmond, Sibiu, Amsterdam, Boston, Genova, Lublin and etc.

raised up to 922 million. Forecasts for 2020 assume an increase of international tourists up to 1.6 billion especially in "new regions".

Cultural tourism and eco-tourism are the most rapidly growing segment of the industry and therefore their economic effect is great. The experts underline that cultural tourism is longer-term and as usual, the cultural tourists tend to revisit; the status of the World Heritage significantly increases the number of tourists;

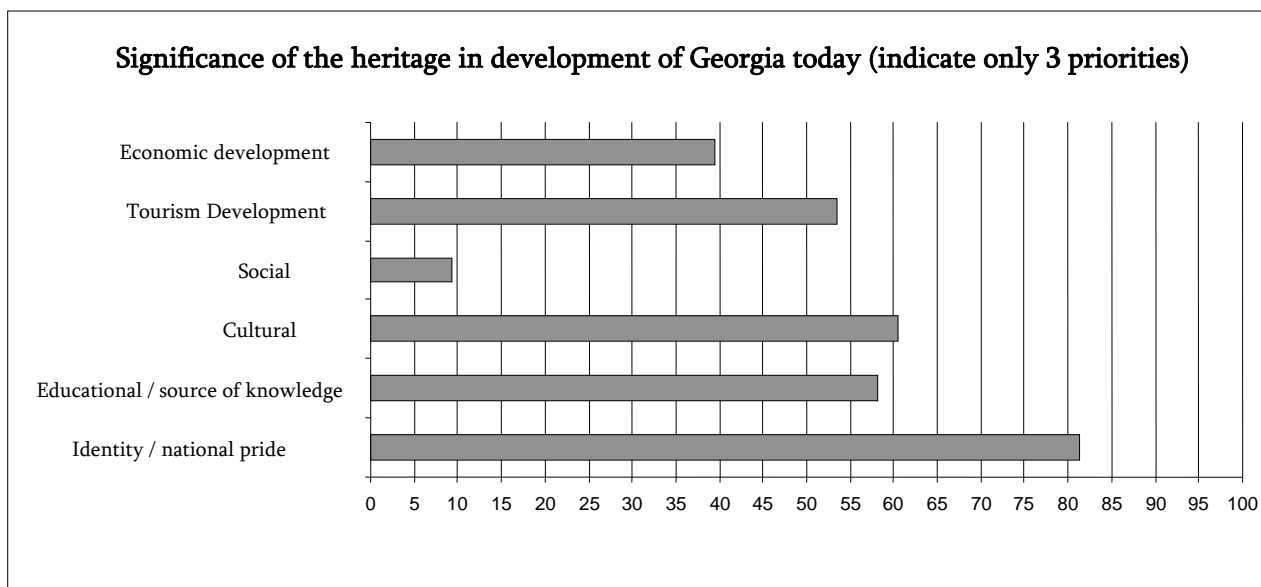
Nevertheless, despite the above mentioned, even in developed economies of the West they believe that the heritage protection economy is underestimated and it has much bigger potential and can bring more benefits and therefore we need to extend and promote the awareness about the heritage.

In Georgia, with its sound tradition of exploring the cultural, historical and aesthetic values of the heritage, the heritage economy as a new idea is similar to democracy or civil responsibility. Its understanding is very general and fragmented. Amid the hardest process of building the democratic society in Georgia, which started after the country gained its independence, the social values of the heritage preservation become extremely important:

- Means to achieve social cohesion
- Serve as a catalyst of intercultural dialogue
- Shaping local, regional identity
- A way to improve standard of living

The results of the inquiry conducted within the project frame (figure 1.) indicate that only 9.3% of respondents consider important social values of the heritage.

Figure 1. Results of the Project Inquiry.



In 2014 government of Georgia developed **Strategy for Social and Economic Development of Georgia, 2020**. The document does not reflect either social or economic significance of the culture and heritage. Heritage preservation economy is not mentioned here either in the context of tourism development or tourism industry itself. Such position will to a large extent determine the climate of heritage preservation for the next six years.

Just to compare, one of the cultural priorities in *Slovenia's Development Strategy 2007-2013*⁷ refers to "comprehensively preserving and developing cultural heritage and connecting it with modern life and creation, because the society of our time must take responsibility for natural and cultural heritage and fulfil its moral commitment to future generations".

Obviously, the community of professionals and groups of stakeholders interested in heritage of Georgia shall start a constructive dialogue with the public authorities to discuss social-economic and strategic importance of the heritage in order to achieve that its existing potential is fully exploited by the programmes of country's sustainable development. In this process the **Ministry of Culture and Monument Protection** shall take the lead.

One of the short-term goals set by the ministry with regard to the cultural heritage should be: "transformation of cultural heritage into a social resource".

This requires sharing of the international experience. Reference to the well-known success stories could be inspiring but this is not enough. It is important to use international methodology in order to find economic arguments for heritage preservation based on analysis of the specific cases in Georgia.

"Think about who controls the future of historic resources: property owners, bankers, elected officials, economic development directors, business people, chamber of commerce executives, planning and zoning officers, real estate brokers, and taxpayers. What do those people want to know? How much will it cost? How much will it make? How much will it save? If preservationists cannot respond credibly to those questions, more and more historic resources will be lost."⁸

The heritage preservation sector in Georgia lacks adequate expertise. The existing resources and information database are limited and there is not much activity there.

The publication by David Throsby, *Investment in Urban Heritage*⁹, published in 2012, overviews the economic impact of the rehabilitation project implemented by WB in 1998-2013 in the Tbilisi Historic District - in Zemo Kala¹⁰. The author points out that the necessary scientific methodology was not strictly followed during the impact assessment process because the relevant information base and statistics had not been in place. Consequently, an alternative, simplified approach was used which rather represented assumptions about the project outcomes. Notwithstanding that the research is somewhat superficial, it is still an important precedent of the heritage economy assessment in Georgia. The research shows that the cultural, social and economic outcomes of the WB project implemented in Tbilisi are positive. Economic revitalization of the mentioned place is apparent at a glance. The main conclusion that follows is that it is necessary to have in place proper monitoring and statistics for evaluation of similar projects at every stage of their implementation; the consequent recommendations of the paper also refer to the subject. Lack of statistical data on heritage policy indicators is a common problem of the sector.¹¹

⁷ <http://www.culturalpolicies.net/web/slovenia.php?aid=422> Cultural Policies and Trends in Europe

⁸ Donovan D. Rypkema, 1998, *The Economics of Historic Preservation. A community Leader's Guide*, National Trust for Historic Preservation

⁹ D. Throsby, 2012, *Investment in urban heritage. Economic impact of cultural project in FYR Macedonia and Georgia*. World Bank.

¹⁰ Opposite the Chardin and Erekle II streets.

¹¹ *Traditional crafts in Georgia. Complex research of the sector and development strategy*, 2013, Georgian Arts&Culture Center, EaP Programme.

The research by E. Maisaia¹² „**Key directions of maintenance and development of the immovable heritage monuments**“ overviews the heritage preservation problems in Georgia in light of the legal and financial systems illustrated by specific examples and provides the recommendations derived from the comparative analysis of foreign case studies.

A paper by A. Elber and E. Van Steekelenburg¹³ „**Observations and Conclusions**“, overviews the legal framework of the heritage, state investment policy and institutional environment in the context of Old Tbilisi, and provides specific recommendations for preservation Tbilisi Historic District and creation of possible financial instruments.

So far, the mentioned initiatives have failed to actualise the heritage topic among the state authorities. Therefore, more efforts are needed to achieve recognition of the importance of the heritage economy by the public sector.

It is necessary to conduct target studies in the field. Keeping this in mind it is important to conduct the inter-sectoral studies at relevant scientific and research centres, as well as initiating master's and doctorate researches at the universities.

It would be useful to translate and publish articles dedicated to the heritage economy, in order to make them available for both: experts and political decision makers.

Also, it is important to study economic potential of Georgia's natural and cultural heritage - to determine and set out the specific economic arguments. This will enable complete adaptation and preservation of the heritage. The latter is vital for Georgia's sustainable development.

Funding and Financial Instruments

Heritage preservation in Georgia has its line in the Ministry's budget (its main source of funding), which is distributed among the Agency's infrastructural units, while the major part of this budget is tendered for elaboration of specific restoration proposals and implementation of rehabilitation works.

In 2013 the budget of the Agency amounted 7 million Gel, out of which 2 934 200 Gel was spent for the planning of restoration proposals and implementation of restoration works, the remainder was used to cover administrative and programme costs of the Agency's structural units. Pursuant to the request from the monitoring service, museum-reserves, public institutions or citizens, as well as the Patriarchy of Georgia, the agency drafts an annual programme of the intended activities and allocates funds through tenders and contests commensurate to its resources. Due to shortcomings in the tendering system, lack of licensing arrangement and regulations, the outcomes of the tenders are often unsatisfactory.¹⁴ **There are no clear criteria for drafting the above-mentioned programme, no application form or defined procedures are in place either.**

¹² Ekaterine Maisaia, 2012. Key directions of maintenance and development of the immovable heritage monuments. (Public policy paper), Teaching module - "policy analysis and policy paper development". Georgian strategy and international relations research fund.

¹³ A. Elbers, E. Van Steekelenburg, 2013. Observations and Conclusions, Project - "Financing the architectural heritage". Ministry of Culture and Monument protection of Georgia, Organization "Tiflis Hamqari".

¹⁴ "Twining" Programme works on the recommendations to correct the error.

The "Kartu Group" charity fund annually allocates approximately 2 million Gel for physical restoration works on monuments via the Georgian Fund for Rescuing and Protection of Historic Monuments. Furthermore, through its other units the fund finances rehabilitation projects for a few cultural sites. The fund agrees its plans for these works with the Agency and this represents mainly implementation of restoration plans funded by Agency.

Georgia benefits from a significant international support via the projects financed by international grants for cultural heritage, special programmes of the embassies, and transnational bilateral and trilateral agreements.

The concept of social-economic development through the heritage rehabilitation has been "imported" to Georgia by WB that also funded tourism infrastructure development projects in Kakheti and Imereti regions. Unfortunately, the weak system of local heritage conservation was almost unable to successfully implement the mentioned positive plan and consequently, it yielded poor results, namely for the heritage sites and monuments of exceptional value of Kakheti Region¹⁵. Currently, the WB and the Municipal Development Fund of Georgia have intensified the project monitoring and international expertise.

The international practice shows that there is a vast variety of financial systems and instruments as well as mechanisms to stimulate the heritage protection and private investments. An Italian experience demonstrates that even in there, where the funding of heritage protection is a priority, there is an entire system designed to attract additional funds to the sector.

In Italy special national funding programmes that concern specifically protected heritage include:

- Lottery Fund ("Proventi Gioco del Lotto" L. n. 662/1996): initiated as a triennial programme for large conservation/ valorisation schemes – funds come from the lottery game.
- "8x1000" of Fund (l. 222/1985 and subsequent amendments). the funds come from the taxation system and concern taxes imposed on the personal income of individuals: any citizen is allowed to decide which purpose 0,8% of their personal tax amount should be spent for is managed by the Council of Ministers and cultural heritage is one of the targets ..."

"Concerning tax incentives, there is also an additional possibility to devote one additional 0.5% of personal tax amount to NGOs, research or philanthropic institutions, and also to the ministry of culture to carry out conservation projects."

- *"ARCUS s.p.a. Funds: this type of funds is managed by a society owned by the ministry of culture. Funds come from the budget of the ministry of infrastructure (3% of the year budget dedicated to infrastructure): a bylaws issued by both the Ministry of Infrastructure and by the Ministry of Culture regulates the use and distributions of these funds (cross – sectorial initiative).*
- *World Heritage property Fund (L. 77/2006): objectives of this special law are the following: The law establishes that any intervention concerning the protection, safeguard and conservation of WH properties in Italy enjoys priority status when they apply for public funding."*

Grants and Preferential Credits

- *"Direct reimbursement of expenses for conservation works (only after completion of the works – this might be a limitation if one does not have the money): up to 50% of the amount (usually for private*

¹⁵ Luis De Marco, 2014. Project mission report.

owners 30-40% maximum): a request for reimbursement eligibility is preliminarily submitted to the peripheral office of the ministry of culture;

- Contributions covering loan interests: in this case the grants is paid directly to the bank that has granted the loan to the owner or possessor of the protected property to be restored. In this way the interests to be paid for the loan could be entirely or partially covered by the state funds (it depends on the rate of the loan interests).
- Tax reduction (up to 50% of the rehab cost (max ceiling 96.000 euros of expenses) can be detracted by the income amount subdivided in quotas along ten years. The amount can reach up to 65% for specific measures
- In Italy, VAT reduction applies to all extraordinary maintenance works carried out on existing buildings – be they protected or not. VAT is reduced to 22% to 10 % (it was originally 4%), however, it does not concern archaeological investigations and works.
- Sponsorship -In the urban sector there are further financial programmes that can contribute to urban heritage rehabilitation.”

A preferential credit system was offered to the owners during Oslo City renewal project,¹⁶ though in Norway the state provides large scale public investments in heritage protection both in social and national value and is known for very small number of tax incentives.

Each country designs its funding scheme and financial instruments which fit it the best; the most common of them are the following:

- Public and private partnership;
- Subsidy;
- Low interest loans;
- Tax incentives;
- Target taxes;
- Bank guarantees;
- Revolving funds;
- Charity funds, businesses’ culture funds;
- Cultural lottery.

There are no incentives mechanisms for historical property owners and investments in historical environment in Georgia. The only incentive is VAT exemption of rehabilitation works on monuments of national importance. This cannot change the situation because, as we mentioned before, there are total 500 monuments of national importance most of which belong to the church and therefore they already fall under privileges pursuant to the Concordat signed between the State and the Church. **It would therefore be desirable to extend the privileges to all registered heritage monuments.**

It is very important to have incentive mechanisms for private investments in heritage protection, because besides the fund-raising, it sends a clear message to the public emphasizing how important this sector is and that it’s a common responsibility to take care of it. Absence of the mentioned mechanisms which is further aggravated by insufficient public resources doom most of the heritage and the cultural-historical environment. Most of the experts point out the advantages of the system of tax privileges, *“since 1970 the American (USA) system provides considerable exemptions and tax privileges to the property owners in*

¹⁶ Morten Stige, 2014, Cultural Heritage Management, City of Oslo, 2014, Mission Report within RCCHD Project.

relation to the works performed on the buildings registered in USA national registry of historical monuments; not because the government is fond of historical buildings, but, because the taxes imposed on materials and labour considerably exceed the privileges granted to the owner".¹⁷

For a number of years the representatives of the art sector in Georgia strive to initiate a law on charity that would encourage private investments in cultural sector.

The importance of sharing the international practice of "cultural lottery" is illustrated by the research by **Georgian Arts&Culture Centre - "The Heritage crafts in Georgia", 2012**. "The above mentioned source of culture funding is becoming more and more popular in European countries. E.g. in 2000, in Denmark, a financing amount received from the lottery made up 16.77% of state financing, in the Grate Britain - 37.62% and in Finland - 71.38%".

In accordance with international practices, and by means of cross-sectoral cooperation and inter-agency consensus, it is necessary to design mechanisms of funding culture and heritage preservation activities matching the Georgian reality.

Regional Development and Heritage Revitalization

Implementation of environment revitalization programmes in the regions is extremely important, because in some of the regions, such as highland areas, natural, tangible and intangible heritage is the sole resource and therefore their reasonable use and preservation would ensure survival and successful development of the mentioned regions.

The issues of regional development concerning heritage, besides the decentralization of governance, considerably depend upon the spatial planning arrangement. In this regard the situation is still somewhat chaotic while the legislative improvements are on the way. Sharing international experience would play a significant role in the process. Poland has a very interesting experience, a Spatial Development Planning Act determines "**a Study of the Conditions and Directions of Spatial Management of commune (Study)**" also integrates heritage needs and specifics; a Directions (2008) of the Minister of Regional Development foresees the revitalization programme as a management tool¹⁸.

Regional Development Strategy of Racha-Lechkhumi and Kvemo Svaneti (2014-2021) looks at the natural and cultural heritage as a significant resource: "the natural-geographical conditions of the region, attractive nature, climate conditions, fresh mountain air, richness of coniferous and leafy forests, variety of cultural monuments, abundance of mineral waters and other natural resources create unique conditions for development of different types of tourism (car, horse-back riding, trekking and hunting tours, eco-tours, etc.)". All above constitutes the traditional cultural environment, however, the integrated vision of it and the consequent complex mechanisms appropriate for its development are not designed yet. For example, when discussing the image of settlements and their spatial planning the authors of the document indicate that neither regional nor municipal levels use spatial-territorial planning practices.

¹⁷ Herb Stovel, 2010, Society and Historical Environment, International Conference Materials, ICOMOS Georgia

¹⁸ Aleksandra Czyżewska, The Cultural Heritage as a part of urban policy, 2nd International Capacity Building Workshop – "Managing Cultural and Urban Landscapes", Tbilisi, November 15-16th, 2012

With regard to the environment it says that the management plans for Racha-Lechkhumi and Kvemo Svaneti protected areas have been developed through the support of WB. The plans covering Racha-Lechkhumi and Kvemo Svaneti National Park, 12 natural monuments, and 4 wildlife sanctuaries. *"The mentioned circumstances will engage the population living in the vicinity of the National Park in ecotourism and different social projects. It will be possible to give the local people tour guide's training, and also facilitate development of the guest-houses and local catering services and local products sales; all these will improve the social-economic conditions in the region"*.

It is important to prepare the heritage sector for the implementation of the mentioned strategy and facilitate development of specific regulatory documents and conservation principles to be integrated into the scheduled and on-going management plans. The document looks at the heritage in general terms. Besides, Racha is famous for its unique wooden houses, which are still preserved representing examples of unique traditional craftsmanship. Besides their great cultural value (as a "supranational" type of residence), this kind of heritage has a greater social-economic potential for development of cultural tourism and small family owned businesses. Restoration of such typology of heritage is possible with local carpentering skills and traditions, representing serious intangible heritage and all these will contribute to development of the heritage industry. On the other hand, if the development takes a wrong direction, the threat of losing these unique traditional residences will become very real and this may deplete the resources for sustainable development of the region. In the regions it is important to protect and develop the integrity of the heritage, which implies a territorial approach.

The regional development strategies shall clearly incorporate the region-specific heritage values and conservation principles. Therefore the Ministry of Culture and Monuments Protection shall ensure development of studies, regulations and conservation principles for each particular region.

Cultural Heritage - an Integral Part of the Environmental Policy

Georgia is a country of cultural and historical landscapes. Looking at heritage environment in a wider context and provide its conservation is the only way to achieve its viability.

The Ministry of Environment and Natural Resources of Georgia determines the environment protection policy in the country. "**National Environmental Action Programme of Georgia (2011-2012)**" is an "important tool for solving critical problems and protecting natural resources of Georgia through the economically feasible measures". The programme has a wide scope and provides the analysis of environment protection policy. According to the document a serious challenge is that *"Environment and natural resources related issues are not adequately addressed in broader, nationally adopted policy papers that set country priorities. Due to the lack of consensus documents analytically describing the needs, defining the problems and identifying potential solutions for all environmental concerns, there is no common vision of necessary future actions. The planning process is complicated by the cross-sector nature of environmental problems in Georgia. As a result, frequently the planning process is fragmented, inconsistent, not agreed upon by stakeholders, and not an integral part of a broader policy framework."* Information regarding cultural heritage is limited in the document to mentioning that the Ministry of culture and Monument Preservation is the authority in charge of monument conservation.

National Agency of Protected Areas provides management of state reserves, national parks, natural monuments, biosphere reserves, world heritage sites and wetlands. Among them protected landscapes, which usually include cultural landscapes as well.

The environmental legislation covers the following categories of protected areas: protected landscape (that can include cultural and historical landscapes), world heritage sites; it also mentions the notion of a management plan. Most of national parks and protected areas have their management plans. It is noteworthy, that these plans do not incorporate any cultural heritage protection regulations. The main reason for it is the lack of specific regulations in the heritage sector, however, it can be also viewed as the lack of inter-agency coordination.

The Tusheti Protected Landscape Management Plan has been developed with the assistance of Czech Development Agency and currently it is undergoing the approval process. This is a real step forward because it considers handing over the management of the protected landscape to Akhmeta municipality. The plan is very comprehensive and among many different features pays due attention to the values that determine a unique character of Tusheti, as well as its cultural and natural values – constituting "**Historical-cultural heritage**".

The most important part of the management plan refers to the conservation goals and activities, that also foresee heritage issues: it identifies the historical-cultural zone, and risks faced by the traditional settlements, but unlike natural resources and traditional craftsmanship protection and conservation that are stipulated in the document rather comprehensively, the plan does not offer any classification of immovable heritage and its protection principles. The reason for this again lies in the lack of regulations for the heritage sector. Consequently, the structure defined by the protected landscape management plan, concerning the immovable heritage, is rather general and just confined to the instruments provided for by the law.

Activation of cooperation between these two sectors is vital. It is desirable to schedule and implement a joint programme of study, identification and interpretation of Georgia's cultural landscapes in order to explore the country's potential at its maximum extent.

The first phase of the cooperation can refer to development of heritage protection guidelines for cultural landscapes with already operating management systems and their integration into the management plans of protected areas. Without this, the development of tourism can seriously damage the mentioned protected landscapes.

Recovery and reinforcement of links between cultural and natural values shall be the mainstream of the heritage protection policy in Georgia.

Cultural Heritage and Education

One of the most serious challenges faced by the sector of cultural heritage is the lack of qualified and professional staff.

This is caused by the lack of higher education institutions and VET colleges that offer programmes in different disciplines of heritage conservation and management.

Higher Education

Today, education in the field of cultural heritage is offered by the following higher educational institutions in Georgia:

Tbilisi State Academy of Art¹⁹ – Faculty of Restoration, Art History and Theory, - Bachelor, Master and Doctorate programmes. Bachelor's programme consists of following disciplines: art history, culturology, restoration of architecture, restoration of fine art pieces; Master's programme consists of: restoration of architecture, restoration of artefacts (glass, ceramics, metal), icon restoration, fine art restoration, restoration of monumental art works; The Doctorate programme is dedicated to heritage conservation. The strength of the **Department of Restoration, Art History and Theory** is in engagement of its students in international conservation projects taking place in Georgia. The students have the opportunity to obtain the first-hand knowledge from the leading international experts of conservation and gain specific skills. **The Academy's department together with the Agency and the Department of wall painting of London Courtauld Institute of Art** is a party to a trilateral agreement (2012) regarding conservation of wall paintings of St. Virgin's Church of Vardzia Complex. Students participate in the on-going project by **Georgian Arts&Culture Centre** - rehabilitation of Gelati Monastery, funded by USA Embassy in Georgia; namely, together with international experts from Lugano University (Italy, Switzerland) and „Artelab S.r.l.“ (Rome) they are engaged in conservation works of wall painting and stones.

Tbilisi state University²⁰ offers a master's programme "cultural heritage and contemporaneity" consisting of 3 main modules: ancient art, new and contemporary art, and museology.

Ilia state University²¹ offers a bachelor's course in culture management, as well as the higher vocational training course in Monument protection and rehabilitation (architectural heritage, icons, stone, wood and metal items); and a master's programme in Research of theory and practices of art theory and culture management.

Shota Rustaveli Theatre and Film Georgian State University²² offers bachelor and master programmes in art history, mass communications, art management, cultural tourism, theatre research, film research and TV media - theory and practices. The institute also offers Doctorate programmes in media research, art history and art management.

¹⁹ www.art.edu.ge

²⁰ www.tsu.edu.ge

²¹ http://www.iliauni.edu.ge/index.php?lang_id=GEO&sec_id=1035

²² http://www.tafu.edu.ge/ge_xelovneba_about.php?menu=xelovneba

GIPA – Georgian Institute of Public Administration²³ offers certificate programmes in cultural policy, consisting of following main topics: urban cultural heritage management, museum management, film management, and intangible culture management.

The above-mentioned list of programmes illustrates that professional programmes are rather sector-specific and fragmented. The educational system is still undergoing the process of reformation in Georgia. The existing educational programmes are not fully developed so far, because of lack of specific researches and publications at national level. A solution in the given reality must be sought through international doctrines, however, most of those doctrines are not translated into Georgian. So far, the mentioned academic institutions cannot serve as research centres adhering to international standards. The number one priority in heritage protection field in terms of knowledge improvement and training of qualified professionals is development of a curriculum on cultural heritage protection and management. It is necessary to strengthen the research centres and implement inter-disciplinary and multi-disciplinary studies.

Vocational Education - Authenticity of Traditional Craftsmanship

Research, use and development of traditional knowledge and experience play a crucial role in the sector of heritage preservation which indicates how inseparable the entirety of tangible and intangible heritages is. It is necessary to develop an integrated strategy of educational policy reflecting the mentioned entirety.

There are not many places in Georgia where traditional conservation materials and skills are researched. Such researches are mainly performed as a part of pilot projects and usually do not develop into any training programmes due to unavailability of such a cycle of these programmes. This has a negative impact upon the quality of heritage conservation and its authenticity. With the support of the Norwegian Directorate for Cultural Heritage Management G. Chitaia Ethnographic Museum conducts a training programme for carpenters in restoration principles and methodology. This year the programme will publish a special manual for restoration of wooden folk constructions, which will be the first attempt in this direction.

In April, 2014, within the frame of the project - Regional cooperation for cultural heritage development, a regional workshop was conducted on "use of traditional knowledge for the heritage conservation industry". In the conclusive session of the workshop a programme for regional workshops on traditional materials and development of craftsmanship was designed; the programme will become regular in future.

The international experience shows that the main focus in heritage preservation policy is given to preservation and use of traditional knowledge. For example, the White paper of Norwegian Government "**Living with our Cultural Heritage" (2005)** especially concentrates on this topic, while in practice the Parliament maintains a grants programme enabling highly skilled professional craftsmen to learn about traditional construction technique and materials for years. Japanese cultural heritage policy in its registry of intangible heritage also foresees registration of craftsman and unions of craftsmen with specific knowledge and skills, thus supporting their endeavours and transfer of knowledge to the younger generation.

The document - "**The Heritage crafts in Georgia, Comprehensive Research and Development Strategy of the Sector**"²⁴ - reviews the UNESCO initiative: "Living Human Treasures" referring to the national systems of

²³ <http://www.gipa.ge>

registration of craftsmen with intangible heritage knowledge and provides valuable recommendations regarding adoption of this practice in Georgia.

Launching regular vocational and/or certificate training programmes on various restoration sectors and craftsmanship applicable to the monument protection is very important.

Public Awareness

All challenges facing the heritage sector lead to the basic problem- unawareness about the heritage values. In order to effectively maintain Georgia's diverse cultural heritage it is necessary to inform wider public and keep it aware of the heritage preservation issues. One of the functions of political, executive and professional institutions of cultural heritage should be dissemination of knowledge regarding the national heritage and inspiring interest toward it among the wider public. It is important to use different media to inform public regarding the benefits of heritage conservation and the threats facing the heritage.

National Agency for Cultural Heritage Preservation of Georgia carries out several successful educational projects²⁵, they are: archaeology for children, cultural heritage for children and following the footprints of ancient potters.

Educational centre of **Georgian National Museum** prepares special educational literature and programmes of special format²⁶.

For achieving the long-term success and the best results, it would be reasonable to incorporate the topics of heritage values and preservation into the public school programmes. First of all the mentioned topics should be incorporated into the national curriculum and then reflected in the relevant disciplines curricula, followed by teacher-training programmes. The first step in this direction was made in frame of the project "**Regional Cooperation for Development of Cultural Heritage**" *financed* within the Cultural Programme of EaP, one of the activities of which referred to development of Georgian version of the teachers' book "**Protection of Cultural Heritage and Historical Cities**"²⁷ - jointly designed by UNESCO and ICCROM. The mentioned book is published and distributed in public schools of Georgia. At the next stage, the project aims to train teachers in using the book and pilot it at basic and intermediary levels of schools.

It is necessary to integrate topics of cultural heritage in the education policy documents in order to achieve incorporation of the mentioned topics in secondary, vocational and higher education programmes.

²⁴ Georgian Arts&Culture Center, 2012, EU Eastern Partnership Programme: Strengthening Creative Industries in Armenia, Azerbaijan, and Georgia: Heritage Crafts – Common Platform for Development“. <http://www.gaccgeorgia.org/Crafts/GACC%20Crafts%20Sector%20StudyGEO.pdf>

²⁵ <http://www.heritagesites.ge/?lang=geo&page=209>

²⁶ http://museum.ge/index.php?lang_id=GEO&sec_id=35

²⁷ http://rcchd.icomos.org.ge/img/multimedia/pub_1403596509723149.pdf

Role of Media and the Media strategy of the Heritage Sector²⁸

The national policy of heritage shall acknowledge the vital role of media in awareness building activities. The heritage, as a "soft value" will lose support very soon unless the wider public and the decision-makers have sufficient knowledge and understanding about it. This can be achieved through use of education, mass-media and new media.

The heritage topics rarely appear on the front pages, because they are not conflict-oriented. The international experience shows that media has positive attitude toward the stories and best practices illustrating heritage. The heritage often offers scenic materials that attract magazines and TV programmes.

In order to make use of this opportunity a specific media strategy shall be designed aiming at supplying mass media with strategically important topics in an attractive manner. This requires specific knowledge and positive innovations, for example, a consumer attitude demonstrated by the owner of the historical building is an example of a correct strategies.

New media, active web-sites and "Face book" are a quite efficient and cost-effective way to disseminate information among the groups of interested individuals. The number of groups uniting around heritage topics is increasing in Georgian web-space and they are becoming more active. Increasing the web-space will make this network a stronger tool.

An ambitious media strategy shall become an integral part of the national policy on heritage in both: public and NGO sectors.

²⁸ Morten Stige, 2014, Cultural Heritage Management, City of Oslo, 2014, Mission Report within RCCHD Project

Community Involvement in Cultural Heritage Preservation and Management

The Georgian Local Self-Government Code (2014) in order to provide citizens' participation in local self-governance (Chapter 11, Art. 25), and maintain transparent decision-making process prescribes the local municipal authorities to create conditions for the community involvement and sets the rules. However the extent to which this code can provide at least one level of public involvement of the 4 (inform (low level), consult, involve, participate in decision-making process (high)) adopted by international practice greatly depends on municipal authorities and community activity. In the past years the public protest against decisions taken behind closed doors in the area of heritage increased.

In 2008 Georgia joined Council of Europe, **Framework Convention on the Value of Cultural Heritage for Society**, (Faro Convention) 2005. The Faro Convention redefines cultural heritage in a new way, in a social context:

“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. It includes all aspects of the environment resulting from the interaction between people and places through time”.

The Convention determines who the heritage community is:

“A heritage community consists of people who value specific aspects of cultural heritage which they wish, within the framework of public action, to sustain and transmit to future generations”. Faro Convention imposes the obligation on its members to uphold both the interested individuals and the community right to be involved in heritage protection and development, and to create the relevant political and legal environment where cultural heritage can promote formation of peaceful democratic communities, as well as a viable development process and development of cultural diversity. In Georgia there is a clear trend of increased activity of heritage groups and evolution of a civil movement. Advocacy and public awareness organizations, and also spontaneously emerging groups are now more active. An important experience was accumulated by “Tiflis Hamqari”¹ activity for protecting cultural heritage of Historic Tbilisi. Public rallies organized in 2012-2013 for saving Gudiashvili square, which attracted many individuals and organizations, were marked with a creative approach and versatility of expression and grew into a considerable counterpart for Tbilisi public authorities. In regions important public awareness campaigns are conducted by a student organization “Non-Governmental Monitoring of Cultural Heritage”. A flagrant interference into Batumi historic boulevard induced activity of local civil society, which manifested in a series of rallies “I’ll wait for you in Batumi Boulevard”. Unprecedented public activity² followed developments around Sakdrisi-Kachagani archaeological site in 2013, which is considered by many local and international scholars as the oldest prehistoric gold mine, when Ministry of Culture and Monument Protection, Government, have removed the protective monument status from the site on the pretext of economic profit and allowed a private company to perform mining activity on this site. Sakdrisi archaeological monument protection campaign united NGOs of different profiles, creative groups and individuals, in particular: Monument’s Friend, Green Fist, Green alternative, Caucasus Environmental NGO Network, GYLA, Davitiani, all monument protection NGOs and citizens. Besides petitions, protest rallies and media activity the dispute

¹ <https://www.facebook.com/TiflisHamkari>

² <http://www.bbc.com/news/world-europe-27499882>
<http://iberiana.wordpress.com/iberiana/sakdrisi/>
<http://www.sakdrissi.info/#>

continued in the court³, after which the mining company's operation was suspended and is still inactive. This process will undoubtedly continue in future as well and its success is directly dependent on the country's democratization and human rights protection evolution in Georgia.

It is important for Ministry of Culture and Monument Protection to use activity and interest of the civil sector in order to strengthen the position of the heritage sector at the political level and to cooperate with the civil sector.

It is necessary to create a platform, which the interested part of the civil society, advocacy groups, professional organizations and all stakeholders can use for expressing their opinions regarding the cultural policy⁴. The authorities can and must foster creation of a space for dialogue with civil sector interested in culture and heritage.

The wide public participation and engagement in heritage protection undertaking shall be ensured through local heritage events and community projects funding, encouragement of establishing heritage societies, creating quality media programmes, aiming at public awareness-raising and promoting development of a critical approach to heritage protection and management in the society.

The heritage protection system shall be open and accessible, offering public participation and involvement in decision-making process. In this respect it is important to develop and follow a specific action plan for implementation of Council of Europe Convention.

³ Litigation initiated by GYLA and Green Alternative.

⁴ Damien Helly, 2014, Georgia Country Report, , Preparatory action, "Culture in the EU's External Relations"

International Relations

In 2014 Georgia signed an Association Agreement with EU, which also provides for cooperation in the area of culture (Chapter 17). According to the Agreement, "Article 362 ...Cooperation between the Parties will foster intercultural dialogue, including through the participation of the culture sector and civil society from the EU and Georgia", Article 363, The Parties shall concentrate their cooperation in a number of fields:

- (a) cultural cooperation and cultural exchanges;
- (b) mobility of art and artists and strengthening of the capacity of the cultural sector;
- (c) intercultural dialogue;
- (d) dialogue on cultural policy, and
- (e) cooperation in international fora such as UNESCO and the Council of Europe, inter alia, in order to foster cultural diversity, and preserve and valorise cultural and historical heritage.

Georgia has joined the following international conventions in the area of culture:

- *Council of Europe, Framework Convention on the Value of Cultural Heritage for Society (2005)*
- *European Convention on the Protection of the Archaeological Heritage (Revised 1992)*
- *Council of Europe, Convention for the Protection of the Architectural Heritage of Europe (1985)*
- *UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005)*
- *UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage (2003)*
- *UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)*
- *UNESCO Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict (1954)*¹

Due to some problems related with implementation of the World Heritage Convention the Agency is currently working on a Georgian State Programme of World Heritage, based on a recommendation of UNESCO World Heritage Committee (36th session, Saint-Petersburg, 2012) on developing "a World Heritage National Programme". Under the "Twinning" Programme a Georgian law on World Heritage is being drafted.

Georgia is still unable to overcome a complex of incompatibility of heritage and economics and "...take into account the specific character and interests of the cultural heritage when devising economic policies; and ...ensure that these policies respect the integrity of the cultural heritage without compromising its inherent values".²

The European Commission and Georgia's partner countries support the development of the cultural sphere and its harmonization with European standards.

¹ Full list is available in the project internet resources

² Faro convention, 2005.

The EU Eastern Partnership instruments – “Investing in People”, “Partnership Programme” – Twinning Programme, Eastern Partnership Culture Programme are in their active phase in Georgia and correspondingly numerous projects are being implemented in the area of culture.

Under an agreement signed between the Norwegian Cultural Heritage Directorate and the Agency a complex programme of heritage management improvement is underway.

In partnership with the Council of Europe some management development projects are being piloted in urban heritage as a social economic development facilitating factor.

The embassies of Georgia’s partner countries have different cultural projects. The British Council, Goethe Institute and Alexandre Dumas Centre set the bar high for cultural projects quality in Georgia.

Georgian Arts&Culture Centre, with the support of US embassy in Georgia³, is performing a long term programme of Gelati Monastery rehabilitation.⁴

In Georgia the development of heritage sector depends on how much the programmes implemented in the frame of the above large-scale cooperation are integrated into the National Policy and strategic goals of Heritage Sector. It is vital that international organizations and partner countries would intensify their monitoring of outcomes of the assistance and cooperation provided in heritage sector as well as the compliance with international commitments.

The objective of Georgian National Policy of Heritage is to pursue and have the best use of the international cooperation for sharing experience and develop a broad outlook in 21st century.

³ US Ambassador’s Fund for Cultural Preservation

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