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Final Report

Workshop on management for World Heritage site managers in South-Eastern Europe

in the framework of the preparation of the Second Cycle of Periodic Reporting for Europe and North America

Sibiu, 15-17 May 2012

Acknowledgments

The World Heritage Centre would like to thank the State Party of Romania for the hospitality, financial support and logistic assistance granted for the organization of this workshop.

I. Introduction:

The Workshop on management for World Heritage site managers in South-Eastern Europe in the framework of the preparation of the Second Cycle of Periodic Reporting for Europe and North America took place in Sibiu, Romania from 15 to 17 May 2012. It was a follow-up from the previous sub-regional meeting in Prague 26-27 May 2011 where the need to involve site managers was highlighted.

The meeting gathered several representatives of Romanian institutions, some National Focal Points of States Parties in the sub-region, site managers of fifteen World Heritage properties in the sub-region, site managers of two sites currently on the Tentative List, as well as the representatives of ICOMOS International, ICCROM and the World Heritage Centre. The full list of participants can be found in Annex II.

The objectives of the workshop was to train participants on World Heritage processes, including reactive monitoring, Outstanding Universal Value as a basis for management, preparation of retrospective Statements of Outstanding Universal Value and the boundary clarifications/minor boundary modifications procedures. Participants were also informed about the principles and modalities of implementation of the Second Cycle of the Periodic Reporting Exercise in the Europe and North America Region, as well as about the revised Periodic Reporting questionnaires. The workshop was designed to discuss and review the current status of the World Heritage management of the respective properties of the participants and to promote the exchanges of experiences, information and networking among site managers of the region.

II. Background information:

Several of the first inscribed World Heritage properties since 1978 are located in the South-Eastern Europe region such as “Natural and Cultural Heritage of the Ohrid Region”, “Historical Complex of Split with the Palace of Diocletian” etc. Despite the long-standing knowledge of safeguarding World Heritage and due to the many transformations in the sub-region, many



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properties still **lack a proper management plan or system**. Capacity-building in management of World Heritage properties has further been identified as a high priority for the sub-region in the framework of the First Cycle of Periodic Reporting of the Europe and North America region.

The **Periodic Reporting Exercise** represents an assessment of the implementation of the *World Heritage Convention* at the national level and at the level of each World Heritage property. The First Cycle of Periodic Reporting was carried out, for Europe and North America, in the timeframe 2005-2006. The Second Cycle of Periodic Reporting for the Region will be launched by the World Heritage Committee at its forthcoming session in 2012.

In 2007, the World Heritage Committee (see Decision **31 COM 11D.1**, point 7) requested that missing **retrospective Statements of Outstanding Universal Value** be drafted and approved for all World Heritage properties, region by region, prior to the launching of the Second Cycle of Periodic Reporting. In the Europe and North America Region, States Parties have agreed to submit draft Statements for their World Heritage properties inscribed between 1978 and 2006 by 1 February 2012. Out of the 23 draft Statements expected for World Heritage properties in South-Eastern Europe, 6 have been received (as of 14/05/2012) and 17 still need to be received.

The **Retrospective Inventory**, an in-depth analysis of the content of the Nomination files of World Heritage properties inscribed between 1978 and 1998, was launched by the World Heritage Committee in 2004. Its objective is to identify missing geographic information in those Nomination files, and to complete them with the assistance of the States Parties. The Retrospective Inventory of properties in Europe has been carried out between 2005 and 2006.

III. Brief description of the meeting

The agenda of the meeting was articulated in three parts (the programme of the meeting is presented in Annex I).

The first part of the meeting was devoted to the presentation of the general features of the *World Heritage Convention* presented by Mrs Alexandra Fiebig, representative of the World Heritage Centre, and general management requirements for World Heritage properties. Moreover, some participants presented case studies showing the link between the retrospective Statements of Outstanding Universal Value they drafted and their management strategies (Boyana Church, Bulgaria; Rock-Hewn Churches of Ivanovo, Bulgaria; Natural and Cultural Heritage of the Ohrid Region, the Former Yugoslav Republic of Macedonia; Medieval Monuments in Kosovo, Serbia; Prehistoric Pile dwellings around the Alps, presented by Slovenia).

The second part of the meeting concerned the management planning process for World Heritage properties; participants were given some elements of reflection on value-based management by the representative of ICCROM, Ms. Katri Lisitzin. Then, participants presented case studies showing the management framework of their World Heritage properties and discussing the challenges for their sites, but also the opportunities for the future (Gamzigrad-Romuliana, Palace of Galerius, Serbia; Natural and Culturo-Historical Region of Kotor, Montenegro; Historic Centre of Sighișoara, Romania; Mehmed Paša Sokolović Bridge in Višegrad, Bosnia and Herzegovina). Later



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on, the representative of ICOMOS, Ms. Luisa de Marco, illustrated the key management issues at World Heritage historic centres, including urban development and tourism pressure. The theme was then further elaborated through a number of presentations on specific case studies including Historic Centres of Berat and Gjirokastra with a focus on Berat, Albania; Historical Complex of Split with the Palace of Diocletian, Croatia; Historic City of Trogir, Croatia; Great Mosque and Hospital of Divriği, Turkey; City of Safranbolu, Turkey.

The third part of the meeting was devoted to the processes related to Periodic Reporting, presented by Mrs Alessandra Borchi, representative of the World Heritage Centre. The Retrospective Inventory was presented and the difference between boundary clarifications and minor boundary modifications was illustrated. The concept, methodology of drafting and review process of retrospective Statements of Outstanding Universal Value were clarified, including bad and good examples of retrospective Statements already adopted by the World Heritage Committee. Finally, the principles and modalities of implementation of the Second Cycle of Periodic Reporting for the Europe and North America Region were presented and the revised Periodic Reporting questionnaire (Section I and II) was introduced.

Management

The participants were briefed on the management requirements based on the Outstanding Universal Value of World Heritage properties. The different management systems in the sub-regions, including their strengths and weaknesses, were presented and discussed and the participants exchanged their respective experiences in the process of establishing and implementing management plans of World Heritage properties. Special focus was given to the key management issues at World Heritage Historic Cities including urban development and tourism pressure but also risk management. The submission of information in the framework of paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention* and the undertaking of Heritage Impact Assessments in accordance with the Guidance published by ICOMOS International in 2010 were presented, among others, as good management practices.

Management issues at World Heritage properties introduced by Mrs. Katri Lisitzin, ICCROM

The concept of Outstanding Universal Value (OUV) and its interpretation in site management

The case studies brought up a number of questions related to the application of OUV in the reality of site management. The overarching issue was the need to understand OUV as a touchstone for all management priorities and to interpret it in the vision for the site development. It was agreed that there is a *need for a comprehensive view and evaluation of OUV* and its key elements before even starting up the work. The World Heritage concept and terminology should be clear from the beginning.

There is also need for more knowledge about the site values and a *research perspective* should be included in management planning. For example, intangible heritage is not adequately addressed.

With this perspective several sites expressed the difficulties in dealing with new evidence found after the inscription. This is the case also for mixed sites/ cultural landscapes based on nature conservation principles. The delimitation of the site is linked with the natural OUV attributes of the OUV and not adequate for the cultural values. There is a need for research in the integration of natural and cultural systems and environmental management.

In general, the questions of delimitations were above all discussed with transboundary, mixed and serial sites. However, *the definition of buffer zones and their function* was a common concern. Buffer zones were threatened by external changes; landscape degradation, urban encroachment, infrastructure development, among others.

Site management structure

The growing complexity of site management and the increasing number of stakeholders was creating new challenges for sites. The necessity of a shared vision of the values and future development of the site was stressed; the lack of it was in some cases obstructing even the set-up of a management body.

The administrative and legal structures for the management plans differ. Transnational, serial, mixed sites usually have a steering group, but even there the committee must agree on which one is responsible. In general, the concern for identifying *an effective management plan administrative format* was shared by all sites. The responsibilities and mandates at the site management level must be clarified.

Not all sites had a management plan; some were in the process of developing one. However, several sites presented *management systems* which were working well. In some cases, the responsibility was by the custodian of the site, a religious community, or the municipality was in charge of the management based on a conservation plan.

There was a general concern about *lack of integration* between natural and cultural conservation strategies, *between responsible national authorities* and ministries as well as with local development initiatives. The difficulty in defining the responsible body which adopts the management plan was highlighting the issue.

The transnational site Prehistoric Pile Dwelling around the Alps presented Slovenia had a clear *coordination system for management responsibilities*. Despite of the extraordinary large scale of the site, the structure was found interesting for future serial and transnational nominations.

Effective site management plan implementation

The majority of sites experienced that the lack of an *integrated management process* was a major difficulty in implementation. The management planning process should be valued equally as the document itself. The coordination of legal and normative frameworks for management plan implementation was a shared concern. The management plans were sometimes overloaded with detailed regulations which made their implementation and updating difficult and costly. The function

of the Action Plan and the difficulties in keeping it updated was highlighted. There is need to find new ways of partnerships with local communities, with the private sector, exploring new funding and revenue sharing strategies.

Natural and cultural *legislation frameworks need to be harmonized* on a national level in order to give guidance for the implementation at local level. Harmonizing with urban plans, spatial and infrastructure plans was found to be necessary both within sites and in buffer zones due to the rapid changes in the setting and context of the sites. The specific need for coordination with environmental plans was an issue brought up by Slovenia where the site's environmental resource area protects the city from flooding.

Managing urban development and urban encroachment was a challenge in most sites. The problem with illegal building was debated. The case studies from Croatia and Turkey presented strong regulatory measures for a historic city's development planning and real estate market control and they were found interesting and exemplary. The function of site management as a proactive tool for sustaining a living heritage community was brought up in several case studies.

The importance of *monitoring* as a baseline for all management priorities was underlined but the sites lack a monitoring strategy. Experiences from Trogir showed that detailed monitoring over years could provide for data which stated the impact of increased traffic on historic structures – that is on OUV. In this way political support was facilitated. A few sites had specific monitoring system in place for defining carrying capacity.

Communication and stakeholder participation

One of the overarching themes during the discussions was *the importance of communication*, of establishing a meaningful dialogue with the stakeholders and of overall openness and transparency in the management process . There is a need for capacity building in general about methods and tools for communication on all levels. The sites testimony about how misunderstandings and lack of information can obstruct the management plan implementation. It would be important to include a communication strategy in the management plan itself and ensure that there is competence in the staff to work with communication and public participation.

New arenas could be explored; interactive internet forums are developed for a few sites but very few sites had their own webpage. However, the participants emphasized the importance of direct and personal contacts between site management and the community. The local community has in some sites a very strong social awareness about the World Heritage, due to efforts by committed individuals over a long time.

None of the sites used the UNESCO educational programs but were thinking of doing it in the near future. The case studies from Turkey showed how vocational training and university programs were a good vehicle for awareness building and community involvement.

Key management issues at World Heritage Cities

The scope of the presentation by Mrs Luisa de Marco, representative of ICOMOS International, was widened to include heritage sites in urban areas or affected by urban dynamics, in order to take into considerations also factors and phenomena that may concern sites enclosed within urban areas or cultural landscapes close to urban areas so as to address issues that managers of these properties may find themselves to tackle in the absence of a specific background.

Management Plans are very seldom incorporated into the national legislations therefore are not part of the legal or planning framework in use in the majority of the State Parties to the World Heritage Convention. This often results in plans that are specifically elaborated for the World Heritage properties and, for this reason, are conceived as separated from other planning tools, often overlooking the outcomes and effects of other planning provisions in place, the implementation of which is regulated by national legislation. This may result in an isolation of the Management Plans developed for the World heritage properties from other existing management and planning tools, thus limiting their effectiveness.

Therefore, the lecture has tried to highlight the interrelations among factors and dynamics affecting urban areas and underlying the role played by the planning instruments and measures as well as by large projects in determining the future of the context of World Heritage properties and, consequently, of the properties themselves. The lecture aimed at conveying the idea that the management plan/system for World Heritage properties, although requiring specific attention to the safeguard and sustenance of the Outstanding Universal value, cannot reach its goals if it is not integrated in the wider planning, legal and regulatory framework in place for the property itself and its wider context. Ideally, the management system/plan should identify and address the conflicts that certain provisions (or absence of provisions) may have on the OUV of the property so as to achieve their modification.

The lecture touched a number of global issues and mechanisms common to many urban areas trying to highlight some of the causes and of the recurrent patterns that may be encountered in similar sites in different regions.

The following discussion showed the difficulties often faced by the staff responsible for World Heritage properties, generally professionals with a cultural and educational background without specific management specializations in dealing with this wider framework and sometimes even in recognizing the impact that wider economic factors and dynamics may have on World Heritage properties. This holds true especially for 'managers' of individual monuments, groups of buildings or archaeological areas, who have been used to be the only 'masters' of the site and therefore may have some difficulties in realising the influence that global economic factors may have on the property under their responsibility. It is worth also pointing out that the word managers has been criticized by a number of participants in that those responsible for World Heritage sites rarely have direct responsibilities in managing funds and therefore are not granted the necessary autonomy of action that would be required to achieve effectiveness.



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However, a number of participants dealing with heritage cities gave account of the measures adopted in their cities to reorient the trends and address issues similar to those discussed in the introductory lecture. From their considerations, the difficulties they encounter in addressing problems such as urban development, depopulation, gentrification, etc. clearly emerged. In general, participants highlighted the lack of communication among the different stakeholders, beginning with the various levels and branches of the public administration. A number of presentations including examples from Croatia, Slovenia, and Serbia provided a clear picture of the issues at stake, of the steps undertaken to set up a management framework and to identify the priorities, and of the difficulties encountered in making the management framework/plan for World Heritage properties operational and not just formally approved. In some instances, as presented by in the case study for the World Heritage property “Historic Centre of Sighișoara”, a well developed framework for the study, the preservation and enhancement of the physical urban fabric was set up and implemented. A specific management strategy for the old towers of city was also adopted to ensure their maintenance over time.

Retrospective Inventory

Participants were trained on the origins, objectives and process of the Retrospective Inventory; the calendar for the implementation of the project in Europe and the requirements for satisfactory maps were clarified.

The difference (in terms of content, process and documentation to be submitted) between boundary clarifications and boundary modifications (minor or significant) was highlighted and the need to present to the World Heritage Committee, for approval, any boundary modification adopted at the national level after the inscription, was stressed. It was also pointed out that the presentation to the World Heritage Committee of a buffer zone should follow the process established for proposals of minor boundary modifications.

Retrospective Statements of Outstanding Universal Value

Participants were trained on the methodology, format and sources for drafting retrospective Statements of Outstanding Universal Value. They were reminded that 17 retrospective Statements of Outstanding Universal Value are still expected for World Heritage properties in the sub-region and it was stressed that 1 September 2012 is the deadline to submit to the World Heritage Centre all drafts not received by 1 February 2012. It was also clarified that draft Statements are expected only for properties inscribed on the World Heritage List in the timeframe 1978-2006.

Questions asked by participants were answered and the use and importance of such Statements was explained. The connection of the Statements with other World Heritage processes (such as Periodic Reporting, reactive monitoring and inscription on or removal from the List of World Heritage in Danger) was highlighted.



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Second Cycle of the Periodic Reporting Exercise

Participants were informed about the principles, calendar and modalities of implementation of the Second Cycle of Periodic Reporting for Europe and North America, to be launched at the 36th session of the World Heritage Committee. The features of the revised Periodic Reporting Section I and Section II questionnaires were then presented.

It was stressed that, while the forthcoming Cycle of Periodic Reporting will be articulated in two groups (and South-Eastern Europe will be part of the group II), with different deadlines, only one deadline exists for the submission of draft retrospective Statements of Outstanding Universal Value, which will be reviewed in parallel for all sub-regions.

Other

Mrs. Daniela Mihai presented the SUSCULT programme (Achieving SUSTainability through an integrated approach to the management of CULTural heritage co-funded by the European Union and involving some World Heritage properties in the sub-region). A number of States Parties showed interest in the project and expressed the wish to be included among its partners. The possible participation in the next EU program call in June 2012 was discussed among participants.

V. Conclusions

All participants found extremely useful both the formal and informal exchange of experiences and the trainings, which have increased their professional skills, and expressed the wish that other similar workshops are organized in the future. It was stressed that direct trainings on World Heritage procedures are very important for the proper management of the World Heritage properties, above all by providing concrete examples such as *Heritage Impact Assessments*.

The participants found that the workshop will contribute to also increase, the institutional capacity in their respective countries for the management of World Heritage properties.

The participants thanked the Ministry of Culture and National Heritage in Romania for hosting and organising the workshop. The representatives of ICOMOS International and ICCROM and the World Heritage Centre were thanked for their contribution and guidance.



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ANNEX I

Agenda Workshop on management for World Heritage site managers in South – Eastern Europe

15 – 17 May 2012, Sibiu, Romania

Monday, May 14, 2012

Arrival of the participants

Transfer from Sibiu airport to the Continental Forum Hotel will be provided by the Ministry of Culture and National Heritage of Romania.

20.00 – Welcome dinner offered by the Mayor of the city of Sibiu, Mr. Klaus Werner IOHANNIS.

Place: Sibiu City Hall

Tuesday, May 15, 2012

09.00 – 10:00 – Opening ceremony / Introduction round.

10.00 – 11.00 – Session I: The 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage.

Description of the Session:

Participants are kindly invited to give presentations on the implementation status of the *1972 Convention* and related processes: Reactive monitoring, State of Conservation.

Presentations by the representatives of the World Heritage Centre and the Advisory Bodies.

Delivery style: Lecture / Discussion.

11:00 – 11:30 – Coffee break

11:30 – 13:00 – Session I (continued): Lectures and discussions on management requirements for World Heritage sites.



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Presentations by the Advisory Bodies.

13:00 – 14:00 – Lunch break

14:00 – 15:30 – Session II: The Statement of Outstanding Universal Value as the basis for management for World Heritage sites.

Description of the Session:

Discussions on Statement of Outstanding Universal Value as the basis for management of sites.

Guests are welcome to discuss and present case studies: Boyana Church; Rock – Hewn Churches of Ivanovo; Ohrid; Medieval Monuments in Kosovo.

Presentations and case studies are given by participating countries (in English alphabetical order).

15:30 – 16:00 – Coffee break

16:00 – 17:30 – Session II (continued): Key elements of management planning process and plans.

**20:00 – Dinner hosted by the Ministry of Culture and National Heritage of Romania,
Mr. Mircea DIACONU**

Place: Gothic Restaurant, Piața Mare

Wednesday, May 16, 2012

09:30 – 11:00 – Session III – Discussion on management planning process and plans.

Description of the Session:

Participants will discuss and present case studies on management planning process and plans.

Presentations / Case studies: Gamzigrad; Kotor; Pile Dwellings.

11:00 – 11:30 – Coffee break



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11:30 – 13:00 – Session III (continued): Discussion on management planning process and plans.

Presentations / Case studies: Historic Centre of Sighisoara; Mehmed Pasa Sokolovic Bridge in Visegrad; Berat.

13:00 – 14:00 – Lunch break

14:00 – 15:30 – Session IV: Key management issues at World Heritage Historic Centers.

Description of the Session:

The Advisory Bodies will lecture and discuss key management issues at World Heritage Historic Centers.

The participants will be invited to discuss presentations / case studies.

15:30 – 16:00 – Coffee break

16:00 – 17:30 – Session IV (continued): Discussion on key management issues at World Heritage Historic Centres (eg. Urban development / tourism).

Participants will discuss presentations / case studies: Split; Historic City of Trogir; Divriği; Safranbolu.

20:00 – Dinner hosted by the local authorities.

Place: ASTRA National Museum Complex



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Thursday, May 17, 2012

09:30 – 11:00 – Session V – World Heritage processes: boundary clarifications, minor boundary modifications and establishment of buffer zones. Review process of the Statement of Outstanding Universal Value.

Description of the Session:

Lecture and discussion given by the representatives of the World Heritage Centre and the Advisory Bodies concerning the World Heritage processes and the process of the SOUV.

11:00 – 11:30 – Coffee break

11:30 – 13:00 – Session V (continued): SUSTCULT and Concluding discussions.

Lecture and discussion by the participating countries, the representatives of the World Heritage Centre and the Advisory Bodies.

13:00 – 14:00 – Lunch break

14:00 – 15:30 – Session VI – Introduction to Periodic Reporting Exercise.

Description of the Session:

Lecture and discussion given by the representatives of the World Heritage Centre and the Advisory Bodies.

15:30 – 16:00 – Coffee break

16:00 – 17:30 – Session VI (continued): Conclusions and brief evaluation of the workshop

All participants

18:00 – Walking visit of the Historic Centre of Sibiu guided by the chief architect of the city of Sibiu, Arch.Dipl. Ioana URDEA

Free evening



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ANNEX II

List of Workshop Participants

ALBANIA		
Ms HOXHA, Mariela	Head of Foreign Relation and Communication Department	Ministry of Culture, Youth and Sport Institute of Cultural Monuments Rruga e Kavajës, 1001 Tirana, Albania Tel: 00 355 672 058 701 E-mail: hoxha.mariela@gmail.com
Mr BOJAXHI, Luciano	Head of Antique and Medieval Architecture Department	Ministry of Culture, Youth and Sport Institute of Cultural Monuments Rruga e Kavajës, 1001 Tirana, Albania Tel: 00 355 684 087 880 E-mail: archlucianob@gmail.com
BOSNIA AND HERZEGOVINA		
Mrs OKILJ, Milijana	Head of Department for Conservation and Restoration	Republic Institute for Protection of Cultural, Historical and Natural Heritage of Republika Srpska milijana.okilj@gmail.com Tel: 00 387 51 247 546 Tel: 00 387 65 684 341
BULGARIA		
Mr NENOV, Nikolay	Director	Rousse Regional Museum of History 3 Alexander Battenberg Square, 7000 Ruse, Bulgaria nenoff@abv.bg Tel: 00 359 82 825 002
Mrs HRISTOVA - TRIFONOVA, Mariyana	Branch Manager	Boyana Church – Branch of National Museum of History 16 Vitoshko lale str. Sofia 1618 mariana_ht@abv.bg Tel: 00 359 29 592 963
CROATIA		
Mr BUŽANČIĆ, Radoslav	Head of the Conservation Department in Split	Ministry of Culture Runjaninova 2, 10 000 Zagreb radoslav.buzancic@gmail.com Tel: 00 385 21 305 444
Ms POPOVIĆ, Marijana	Senior Administrative Adviser - Conservation Department in Trogir	Ministry of Culture Runjaninova 2, 10 000 Zagreb marijana.popovic@min-kulture.hr Tel: 00 385 21 884 876



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FYR MACEDONIA		
Mr ZORAN, Pavlov	Head of Department - Cultural Heritage Protection Office	Ministry of Culture Gjuro Gjakovic 61, Skopje pavlovz@yahoo.com Tel: 00 389 70 379 869
MONTENEGRO		
Mrs SIMOVIC, Snejana	Director	State Administration for Cultural Property Protection snjesi@yahoo.ca Tel: 00 382 69 097 400
Mr CREPULJA, Tvrtko	Secretary for Protection of Natural and Cultural Heritage	Municipality of Kotor Stari grad 317 85330, Kotor tvrtko@t-com.me Tel: 382(0) 32 322 321
ROMANIA		
Mrs MIHAI, Daniela	National Focal Point	National Institute of Heritage 16, Ienachita Vacarescu str., 040157 Bucharest dana.mihai@inmi.ro Tel: 004 021 327 09 18
Mr KOVACS, Iosef	Director general	National Institute of Heritage 16, Ienachita Vacarescu str., 040157 Bucharest iosef.kovacs@inmi.ro Tel: 004 021 336 60 73
SERBIA		
Mrs STOJKOVIC, Brana Pavelka	Architect conservator, Counsellor	Institute for the Protection of Cultural Monuments Radoslava Grujica 11, 11000 Belgrade brana.stojkovic@yuheritage.com Tel: +381 11 24 54 786
Mr TODOROVIĆ, Dragoljub	Architect conservator, Counsellor	Institute for the Protection of Cultural Monuments Radoslava Grujica 11, 11000 Belgrade tosa@yuheritage.com Tel: +381 11 24 54 786
SLOVENIA		
Mrs ZUPANC, Barbara	Director	Landskape Park Ljubljansko barje barbara.zupanc@ljubljanskobarje.si Tel: +386 820 52 350
Ms SPANZEL, Spela	World Heritage Focal	Ministry of Education, Science, Culture and Sport



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	Point	Masarykova 16 SI – 1000, Ljubljana spela.spanzel@gov.si Tel: +386 136 959 53
TURKEY		
Ms PINAR STURTEVANT, Bursa	Culture and Tourism Expert	Ministry of Culture and Tourism Atatürk Bulvan No 29, 06050 Opera, Ankara pinarbursa@yahoo.com Tel: 0090 312 310 4960
Ms Seda, DUZCU	Culture and Tourism Expert	Ministry of Culture and Tourism Atatürk Bulvan No 29, 06050 Opera, Ankara sedaduzcu@hotmail.com Tel: 0090 312 310 4960 – 1263 Tel: 0090 530 223 0745
UNESCO / ADVISORY BODIES		
Mrs LISITZIN, Katri	Researcher / Professor	International Centre for the Study of the Preservation and Restoration of Cultural Property / ICCROM Via di San Michele 13, I – 00153 Rome, Italy E-mail: katri.lisitzin@iccrom.org
Mrs DE MARCO, Luisa	Professor School of Specialisation of Restoration of Monuments	International Council on Monuments and Sites / ICOMOS Genoa, Italy E-mail: luisademarco@yahoo.com
Ms FIEBIG, Alexandra	Expert	UNESCO World Heritage Centre Europe and North America Unit 7, Place de Fontenoy 75352 PARIS 07 SP Tel : 0033 01 4568 1465 E-mail: a.fiebig@unesco.org
Ms BORCHI, Alessandra	Expert	UNESCO World Heritage Centre Policy and Statutory Meetings Section 7, Place de Fontenoy 75352 PARIS 07 SP Tel : 0033 01 4568 1456 E-mail: a.borchi@unesco.org
INSTITUTUL NAȚIONAL AL PATRIMONIULUI / NATIONAL HERITAGE INSTITUTE		
Mrs FILIP, Anca	Expert, architect	National Institute of Heritage 16, Ienachita Vacarescu str., Sector 4, Bucharest 040157 Tel: 0744 76 07 02



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		E-mail: ancafilip10@gmail.com
Mrs POSTAVARU, Iosefina	Scientific researcher, art historian	National Institute of Heritage 16, Ienachita Vacarescu str., Sector 4, Bucharest 040157 E-mail: ipostavaru@yahoo.com Tel: 0743 646 462
REZERVATIA BIOSFEREI DELTA DUNARII / DANUBE DELTA BIOSPHERE RESERVE AUTHORITY		
Mr BAHACIU, Niculae	Head of department	Rezervatia Biosferei Delta Dunarii 34 A Portului Str., 820243, Tulcea. Tel: 0728 28 14 27 E-mail: nbahaciu@ddbra.ro
Mr MUNTEANU, Ion	Head of department	Rezervatia Biosferei Delta Dunarii 34 A Portului Str., 820243, Tulcea. Tel: 0728 28 14 24 E-mail: munteanusan@yahoo.com
CONSILIUL JUDETEAN ALBA / ALBA COUNTY COUNCIL		
Mr INEL, Constantin Ioan	Director	Muzeul National al Unirii 12 – 14 Mihai Viteazul Str., Alba Iulia, 510010. Tel: 0747 044 700 E-mail: inel_constantin@yahoo.com
Ms COMAN, Voichita	Counsellor	Consiliul Judetean Alba 1 Ion I. C. Bartianu square, Alba Iulia, 510118 Tel: 0744 572 585 E-mail: voiky_c@yahoo.com
CONSILIUL JUDETEAN HUNEDOARA / HUNEDOARA COUNTY COUNCIL		
Ms BODO, Cristina	Scientific researcher	Muzeul Civilizatiei Dacice si Romane 39 1 Decembrie Str., Deva 330005 Tel: 0728 98 49 56, 0254 212 200 (fax) E-mail: muzeucdr.deva@gmail.com emesbod@yahoo.com
CONSILIUL JUDETEAN MURES / MURES COUNTY COUNCIL		
Ms CSORTAN, Ilona	Architect	Consiliul Judetean Mures 2 Primariei Str., 540026 Tirgu Mures, județul Mureș Tel: 0723 67 47 19 E-mail: csortan@cjmures.ro



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CONSILIUL JUDETEAN VALCEA / VALCEA COUNTY COUNCIL		
Ms BABESCU, Cristina	Architect	Primaria Horezu 7 1 Decembrie Str., 245800 Horezu, judetul Valcea Tel: 0724 94 24 42 E-mail: primaria@orasul-horezu.ro
DIRECTIA JUDETEANA PENTRU CULTURA SI PATRIMONIU NATIONAL ALBA / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM ALBA		
Mr DRIMBAREAN, Matei	Director	DJCPN Alba 20 Regina Maria str. Alba Iulia, judet Alba Tel: 0745 621 099 E-mail: mateidrimbarean@yahoo.com
DIRECTIA JUDETEANA PENTRU CULTURA SI PATRIMONIU NATIONAL MARAMURES / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM MARAMURES		
Ms MOJOLIC, Ana	Counsellor	DJCPN Maramures 28 Victoriei str. Baia Mare, judetul Maramures Tel: 0744 632 169 E-mail: anamojolic@yahoo.com
DIRECTIA JUDETEANA PENTRU CULTURA SI PATRIMONIU NATIONAL MURES / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM MURES		
Mr BACIUT, Nicolae	Director	DJCPN Mures 8 Marasti str. Targu – Mures, judetul Mures, 540328 Tel: 0744 474 258, 0265 266 295 (fax) E-mail: nicolaebaciut@yahoo.com
CONSILIUL JUDETEAN SUCEAVA / SUCEAVA COUNTY COUNCIL		
Mr ANDRIU, Tudor	Architect	Consiliul Judetean Suceava 36 Stefan cel Mare str. Suceava, 720026 Tel: 0728 036 302 E-mail: tudor.andriu@cjsuceava.ro



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DIRECTIA JUDETEANA PENTRU CULTURA SI PATRIMONIU NATIONAL VALCEA / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM VALCEA		
Mr EPURE, Florin	Director	DJCPN Valcea 3 Capitan D. Maraseanu str. Valcea Tel: 0758 255 190 E-mail: florin_epure@yahoo.com
DIRECTIA JUDETEȚANA PENTRU CULTURA SI PATRIMONIU NATIONAL SUCEAVA / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM SUCEAVA		
Mr BLANARU, Viorel	Counsellor	DJCPN Suceava 27 Mihai Viteazul str. Suceava Tel: 0740 27 66 89 E-mail: blanaruviorel@email.ro
MINISTERUL CULTURII SI PATRIMONIULUI NATIONAL / MINISTRY OF CULTURE AND NATIONAL HERITAGE		
Ms TUNSU, Nadia	Director	Department of Intercultural and International Relations 22, Unirii Av., district 3, Bucharest nadia.tunsu@cultura.ro Tel: 004 021 224 36 67
Ms PIRVU, Catalina	Counsellor	Department of Intercultural and International Relations 22, Unirii Av., district 3, Bucharest pirvu.catalina@cultura.ro Tel: 004 021 224 36 67
Mr KISILEWICZ, Dan	Counsellor	Cultural Heritage Directorate 22. Unirii Av., district 3, Bucharest vkisilewicz@yahoo.com Tel: 004 021 224 44 21
Mr KÖNIG, Carol	Counsellor	Department of Intercultural and International Relations 22, Unirii Av., district 3, Bucharest carolkoenig@yahoo.com Tel: 004 021 224 36 67



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COMISIA NAȚIONALĂ A ROMÂNIEI PENTRU UNESCO / ROMANIAN NATIONAL COMMISSION FOR UNESCO		
Mr PETRESCU, George	Expert	Comisia Națională a României pentru UNESCO / Romanian National Commission for UNESCO 8 , Anton Cehov Str., district 1, Bucharest petrescu@cnr.ro ; cnr@cnr.ro Tel: 0040 0723 55 71 17
CONSILIUL JUDEȚEAN SIBIU / SIBIU COUNTY COUNCIL		
Mr DRĂGAN, Corneliu Eugeniu	Chief Architect	Consiliul Județean Sibiu 14, Gen. Magheru Str., Sibiu corneliu.dragan@cjsibiu.ro Tel: 004 0744 691 381
Mr CÂRSTEA, Lucian	Counsellor	Consiliul Județean Sibiu Serviciul Urbanism, Amenajarea Teritoriului și Mediului 14, Gen. Magheru Str., Sibiu Tel: 004 0723 129 919 ferus_lucian@yahoo.com lucian.carstea@cjsibiu.ro
DIRECTIA JUDETEANA PENTRU CULTURA SI PATRIMONIUL NAȚIONAL SIBIU / DIRECTORATE FOR CULTURE AND NATIONAL HERITAGE FROM SIBIU		
Mr TRUFAȘIU, Călin	Director	DJCPN Sibiu 6, Tribune Str., Sibiu trufasiucalin@yahoo.de Tel: 0269/210113
Ms ROMAȘCAN, Ștefania	Architect	DJCPN Sibiu 6, Tribune Str., Sibiu ana_stefania@yahoo.com Tel: 0269/210113



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Picture material – ANNEX III



Participants of the South Eastern Europe Site Managers Workshop 15-17 May 2012, Sibiu, Romania



Workshop on management of cultural World Heritage properties, 16 May 2012, Continental Hotel, Sibiu, Romania