

CULTURAL DOMAIN - EU & NON EU POLICIES SUB-DOMAIN

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Abstract (max 250 words)

The character of the European Union (EU) policies on Cultural Heritage (CH) is defined by the fact that the EU has only supporting competence in the field of culture (as well as in the related fields of education and tourism). CH is perceived as an integral part of the European identity, constituting thus an asset to be protected and valorised. New models of bottom-up participation and democratic governance are encouraged through various EU flagship initiatives, programmes and financial tools, while international diplomacy and cooperation are praised. The EU initiatives in large use well-known global and European perspectives as a basis. This is visible to the extent that EU leans on UNESCO and Council of Europe principles of value-based CH initiatives in current programs such as Creative Europe, Erasmus Plus/Europe and Horizon 2020/Europe. At the same time EU in programs like COSME, which helps develop small and medium size businesses, is dedicated to the perspective of CH as capital, as formulated by OECD. However, such a broad perspective asks for the elaboration of quality principles and a corresponding holistic assessment of the “mutual” impact (CH upon society and vice-versa).

1.0 Introduction

The present literary survey of policies on the cultural domain is based on the following considerations that have guided the selection of EU and non-EU documents: Since the second half of the 20th century international collaboration in cultural policy development has been organised through a number of organisations which are all based on nation states as members. In a broad sense the global perspective has been developed within UNESCO, the western hemisphere perspective through OECD, the broader primarily value based European perspective through the Council of Europe and finally the coordinated collaborative perspective through the European Union. From time to time the mentioned organisations have delegated partial policy development to specific expert organisations but in all such cases these expert organisations or initiatives had clear mandates.

2.0 What are the main current trends in the field?

European Union EU adopts the broadest possible definition of CH, in a *holistic approach*. It values it *per se*, as a complex weaving of multiple narratives continuously (re)defining what it means to be European, but also as a source of sustainable development, improving people's lives and living environments (EU, 2014b).

Thus, CH is perceived as a *common asset* and a *shared responsibility* (European Commission, 2014). In this framework, EU wants to encourage intercultural dialogue and mutual understanding through democratic participation, new cross-sectoral multilevel and multi-stakeholder governance models of community-led local development (EENC, 2015).

Digitization and the ICTs are considered as valuable horizontal tools on the service of these priorities (Council of the EU, 2014).

Organization for Economic Co-operation and Development (OECD)_For OECD the key policy issue is to understand how governments can strengthen the tourism economies in response to current global economic challenges and remain competitive with emerging destinations, within a sustainable development context. The economic benefits by tourism development can be used as a factor for heritage conservation and promoting the authenticity of a destination. This relates to the fact that one of the main reasons that CH is preserved is due to the value we attribute to them. OECD claims that robust and integrated governance arrangements are needed to direct and support quality investment in tourism assets; governments should leverage investment from the private sector and other sources to maximise the quality and impact of tourism investment policies and programmes; environmental and social considerations need to be mainstreamed into investment decision-making frameworks to support more sustainable tourism development, and finally, there is need for capacity building for future-proof tourism investment and position the sector to thrive in the digital economy. The success of a tourism destination is to a great extent determined by the quality of its tourism and related infrastructure. Heritage plays a part in this but is only one of many assets (OECD, 2018).

The Council of Europe_The Council sees heritage as a shared responsibility and through a holistic approach. The Faro Convention adopts a broad, cross-disciplinary definition of CH, strongly linked to living communities and to the environment: it recognizes the individual & collective right to access & engage with CH and the respective responsibilities (CoE 2005).

CH is a resource for sustainable development and a tool for the construction of a peaceful & democratic society: as such, it must be present at all aspects of education & training. The active, democratic participation should be encouraged and enhanced by the use of digital technology. The legal, financial and professional framework should foster the development of integrated strategies promoting respect & understanding of CH, its sustainable management and the creative uses of tradition.

United Nations Educational Scientific and Cultural Organization (UNESCO)_UNESCO advocates the integration of culture in the 2030 SDGs framework, in particular sustainable systems of governance for culture (UNESCO, 2018).

3.0 What are the main policy programmes and required quality standards in the field?

The European Union_The Union aims to contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common CH to the fore (EU, 2008). In this framework, EU policies promote: safeguarding & enhancement; conservation & dissemination; feeling of belonging to a common cultural area, via an integrated, holistic approach, while considering the cultural, economic, social, environmental and scientific components of CH (EU, 2014b).

CH is defined as common good and participatory governance as the sharing of responsibility; consequently, democratic participation, social cohesion and sustainability are encouraged (Council of the EU, 2014).

CH contributes to the three objectives of the European Agenda for Culture. That is to: promote diversity and intercultural dialogue; contribute to economic growth and job

creation and develop its potential for EU's international dimension and diplomacy (European Commission, 2014).

The economic benefits of CH have most commonly been seen in terms of tourism, but it is now also seen as an innovative stimulant for growth and employment in a wide range of traditional and new industries (EU, 2015).

The main priorities of the 2019-2022 Work Plan are sustainability in CH (including actions for participatory governance, quality principles for CH interventions and alternative funding); cohesion and well-being; the creation of an ecosystem supporting artists, cultural and creative professionals and European content; gender equality and finally, international cultural relations. Digitalisation and cultural statistics are also recognized as important horizontal issues (Council of the EU, 2018).

UNESCO_Building on its post-war mission and heritage, UNESCO aims mainly to protect CH against various threats, namely conflicts, illicit trade and natural disasters. It stresses the need for international cooperation, while also fostering the diversity of cultural expressions. It also advocates the inclusion of culture in the SDGs and encourages intercultural dialogue in a spirit of respect and understanding (UNESCO, 2005) and equal promotion of tangible & intangible heritage (UNESCO, 2003). For UNESCO, the value of CH, cultural goods and services should not be treated as economic goods. UNESCO considers EU as a close partner in the field of cultural policy (UNESCO, 2014).

4.0 What are the gaps and opportunities of the current level of impact assessment identified in the field?

European Union_The main **opportunities** emerging from EU policies, strategies and trends are related primarily to a global, integrated vision of CH (local, regional and global, tangible and intangible, diverse narratives, various stakeholders, bottom-up and top-down etc). Recent policies also recognize CH's economic impact, not only through sustainable tourism, but also via various education, training and youth sectors, bringing together formal, non-formal and informal learning; thus creating synergies and fostering cross-sectoral cooperation (mainly with ICTs and creative industries) (EU, 2013). In addition, CH is currently mainstreamed in national and European policies, even beyond cultural policy, in activities such as regional development, cohesion, agriculture, environment, energy and climate change, tourism, education, research and innovation with a view to creating added value. One other emergent phenomenon is innovative financing that manifests in new forms of governance, networking, public-private partnerships, crowd-sourced funding, civil society organisations (EU, 2014b). Equally promising is the importance given to cultural statistics, to the analysis of the economic and social impact of CH in the EU, contributing to a development of a strategic approach to CH. More particularly, the stress put on self-evaluation, mutual understanding and willingness to participate (Council of the E.U., 2018).

The main **gaps** are related to the challenge of combining protection and valorisation. The European Union seems to be more concerned with why to protect CH than with how. This follows the struggle between economic or broader societal value perspectives.

EU has only supporting competence in the field of culture (as well as in the related fields of education and tourism). This defines the character of its policies on Cultural Heritage (CH): since cultural policies in general are not a decision area but a collaboration area, the Commission can only act when asked to by the Council. Supporting the development of creative industries as a potential source of growth and employment implies shifting the focus of support for culture away from infrastructure and more towards 'softer' forms of intervention (EU, 2016).

Another challenge lies in the delicate process of combining diverse and sometimes contradictory narratives: it requires building confidence measures and involving all stakeholders, who should agree on a common vision of the heritage asset.

So far, the evaluation of EU strategies found that they were often vague and not targeted at achieving particular objectives or meeting specific needs. So, projects should be smaller, more focused, well-targeted and should have a plan for financial sustainability (EU, 2016; EU, 2013a; EU, 2013b; 2013c).

UNESCO_UNESCO plans to take up the challenges of improving the relevance, coherence and focus of its programmes; developing evidence-based and result-oriented monitoring, reporting and evaluation; working closer to the field; strengthening governance; implementing comprehensive partnerships and networking and embedding knowledge-management and ICTs in their programmes (UNESCO, 2014).

In this direction, it has developed the **Culture 2030 Indicators**¹ (UNESCO, 2018; UNESCO, 2019).

5.0 What are the more strategic and policy-relevant issues identified so far in the literature?

European Union_The EU strategy for smart, sustainable and inclusive growth recognises the intrinsic value of CH and deploys the potential of CH as a shared strategic resource for developing a society based on democratic, ethical, aesthetic and ecological values. Thus, the Union supports preserving, conserving, protecting, promoting and developing natural and CH through an integrated approach to territorial development. It aims to improve access to funding, make full use of available programmes for the public and private sector, and encourage investment in CH as a part of integrated strategies for sustainable local and regional development within available national and EU programmes, as well as within the EU Structural Funds (EU, 2014a; EU, 2014b).

EU countries are invited to develop structures of participatory governance, fostering cross-sectorial and spill-over benefits, particularly between sustainable tourism and culture, using ICTs to encourage equal access. Finally, EU strategies encourage cooperation with international organisations (Council of the E.U., 2014).

In this spirit, the main EU flagship initiatives dedicated to CH are: the European Heritage Days; The EU-Europa Nostra Prize for CH; The European Cultural Capitals; The European

¹ The Agenda 2030 covers a set of 17 Sustainable Development Goals (SDGs) and 169 targets that form the backbone of global and national development action for the next years. UNESCO has established a methodology for demonstrating culture's role and contribution to the implementation of the SDGs, with the development of the Thematic Indicators for Culture in the 2030 Agenda.

Heritage Label and the 2018 European Year of Cultural Heritage, whose evaluation led to the Quality Principles for EU-Funded Interventions with Potential Impact upon CH (EU, 2013a; European Commission, 2014, Council of the EU, 2014).

OECD_OECD presents a new setting. Cultural tourism and creative industries are recognised as both a heritage and a lever for future development. Digitalisation makes it possible to circulate content. From the age of "the work of art" succeeds "an age of remix" that questions intellectual property rights, promotes use rather than possession and makes culture "a common good" consumed and produced by everybody (OECD, 2015; OECD, 2018a; OECD, 2018b).

The Council of Europe_CH is a key component of the European identity and a non-renewable resource. The Council sees heritage as a shared responsibility and through a holistic approach (CoE, 2015). The strategy is based on Council core values and is based on three components: *the social component* which includes principles of democracy, citizenship and participatory governance; *the territorial and economic development* which includes sustainable development and local and regional governance, and *the knowledge and education component* which includes shared knowledge, awareness rising, training and research. All three components are presented with concrete challenges and recommendations for actions. The strategy includes a reference to the Herein System – the European Cultural Heritage Information Network – as a recommended tool for evaluation of the implementation of the strategy (CoE, 2017).

G7 Ministers of Culture_The G7 Florence Declaration recognizes the role of culture as instrument of dialogue among peoples and the contribution of CH in preserving identity of mankind and in fostering tolerance & understanding; as tool for sustainable development and as benchmark for the opportunities of the ICTs. It expresses a deep concern about endangered CH and stresses the importance of a common and coordinated action to strengthen its safeguarding through the effective implementation of existing and new international and regional legal instruments and the promotion of public awareness and education (G7 Ministers of Culture, 2017).

UNESCO_UNESCO'S strategic objectives aim to: support inclusive social development; foster intercultural dialogue for the rapprochement of cultures; promote ethical principles; protect, promote and transmit CH; foster creativity and diversity of cultural expressions and promote freedom of expression and access to information and knowledge (UNESCO, 2014).

Organization of World Heritage Cities (OWHC)_No strong synergy has been identified between heritage conservation and cultural tourism, as few cities have mechanisms for tourism to allocate resources to heritage conservation. OWHC states that land use permits are an important instrument to maintain the authenticity of historic centres, some cities limit authorizations for the establishment of restaurants, bars, and tourist housing. Few cities provide fiscal or economic support for the conservation of buildings in historic centres: however, it is noteworthy that in the case of cities that offer it, the subsidy is high. The promotion of tourism in world heritage cities falls mainly on the public sector, with only a minimal number of cities reporting the participation of the private sector; the question then arises as to whether there should be private mechanisms for promotion, considering

that the benefit of tourism is received by the population but also by tourism service providers (OWHC, 2019).

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