

# CULTURAL HERITAGE POLICY

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## 1.0 Introduction

### European Union

The 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.

### 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 cultural heritage**, strongly linked to living communities and to the environment: it recognizes the individual & collective right to access & engage with cultural heritage and the respective responsibilities.

## 2.0 What are the main current trends in the field?

### European Union

EU adopts the broadest possible definition of Cultural Heritage, 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.

Thus, CH is perceived as a **common asset** and a **shared responsibility**. 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**.

**Digitization** and the **ICTs** are considered as valuable horizontal tools on the service of these priorities.

### 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 cultural heritage is preserved is due to the value we attribute to them. OECD claims that (1) **robust and integrated governance** arrangements are needed to direct and support quality investment in tourism assets, (2) governments should leverage investment from the private sector and other sources to **maximise the quality and impact of tourism investment** policies and programmes, (3) **environmental and social considerations** need to be mainstreamed into investment decision-making frameworks to support more sustainable tourism development, and (3) 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.

## The Council of Europe

Cultural heritage 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 cultural heritage, its sustainable management and the creative uses of tradition.

## UNESCO

UNESCO advocates the integration of culture in the **2030 SDGs** framework, in particular **sustainable systems of governance** for culture.

### 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 cultural heritage to the fore. In this framework, EU policies **promote** 1. safeguarding & enhancement, 2. conservation and dissemination 3. 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.

CH is defined as **common good** and participatory governance as the **sharing of responsibility**: consequently, democratic participation, social cohesion and sustainability are **encouraged**.

CH contributes to the 3 objectives of the **European Agenda for Culture**, that is to: 1.

promote diversity and intercultural dialogue 2. contribute to economic growth and job creation and 3. develop its potential for EU's international dimension and diplomacy.

The **economic benefits** of cultural heritage 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.

The main **priorities** of the 2019-22 Work Plan are:

- A. **Sustainability** in cultural heritage (including actions for **Participatory governance, Quality principles for CH interventions** and **Alternative funding**)
- B. **Cohesion** and well-being
- C. An ecosystem supporting artists, **cultural and creative professionals** and European content
- D. Gender equality
- E. **International cultural relations**

**Digitalisation and cultural statistics** are recognized as important horizontal issues.

## UNESCO

Building on its post-war mission and heritage, UNESCO aims mainly to **protect** Heritage against various threats, namely conflicts, illicit trade and natural disasters. It stresses the **need for international cooperation**, fosters the **diversity of cultural expressions**, the inclusion of culture in the **SDGs**, encourages **intercultural dialogue** in a spirit of respect and understanding and equal promotion of **tangible & intangible heritage**. 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.

#### **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 policy, strategies and trends are related to:

1. The global, integrated vision of CH (local, regional and global, tangible and intangible, diverse narratives, various stakeholders, bottom-up and top-down etc)
2. The recognition of 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**).
3. The mainstreaming of CH in national and European policies, even **beyond cultural policy**, such as regional development, cohesion, agriculture, environment, energy and climate change, tourism, education, research and innovation with a view to creating added value.
4. The innovative **financing**: new forms of governance, networking, public-private partnerships, crowd-sourced funding, civil society organisations
5. 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.

The main **gaps** are related to:

1. the challenge of combining **protection and valorisation**. The Union seems to be more concerned with **why** to protect CH than with **how**. This follows the struggle between economic or broader societal value perspective. As cultural policies in general is not a decision area but a collaboration area the Commission can only take action 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.
2. the delicate process of combining diverse and sometimes contradictory narratives requires building confidence measures and involving all stakeholders, who should agree on a common vision of the heritage asset.
3. 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.

##### **UNESCO**

UNESCO plans to take up the challenges of 1. improving the relevance, coherence and **focus** of its programmes 2. developing **evidence-based and**

**result-oriented** monitoring, reporting and evaluation 3. working closer to **the field** 4. Strengthening **governance** 5. implementing comprehensive **partnerships and networking** 6. Embedding **knowledge-management** and **ICTs** in their programmes. In this direction, it has developed the **Culture 2030 Indicators**.

## 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 cultural heritage 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 cultural heritage through and **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 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.

In this spirit, the main **EU flagship initiatives** dedicated to CH are: 1. the European Heritage Days, 2. The EU-Europa Nostra Prize for CH 3. The European Cultural Capitals 4. The European Heritage Label and 5. The 2018 European Year of Cultural Heritage, whose evaluation led to the **Quality Principles** for EU-Funded Interventions with Potential Impact upon CH.

### 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.

### The Council of Europe

The Council see heritage as a shared responsibility and through a holistic approach. The strategy is based on Council core values and is based on three components: (1) **the social component** which includes principles of democracy, citizenship and participatory governance, (2) **the territorial and economic development** which includes sustainable development and local and regional governance, and (3) **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.

## G7 Ministers of Culture

The G7 Florence Declaration recognizes the role of culture as instrument of dialogue among peoples and the contribution of cultural heritage 1) **in preserving identity of mankind and in fostering tolerance & understanding**; 2) as **tool for sustainable development**; 3) as **benchmark for the opportunities of the ICTs**. It expresses deep concern about endangered cultural heritage and stresses the importance of a common and coordinated action to strengthen its safeguarding through 1) **effective implementation of existing and new international and regional legal instruments** and 2) **the promotion of public awareness and education**.

## UNESCO

UNESCO'S strategic objectives aim to:

1. Support **inclusive** social development,
2. foster **intercultural dialogue** for the rapprochement of cultures
3. promote **ethical principles**
4. protect, promote and transmit CH
5. Foster creativity and **diversity of cultural expressions**
6. Promote freedom of expression and **access to information and knowledge**.

## OWHC (Organization of World Heritage Cities)

**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.

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