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*Committee on Culture and Education*

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## **DRAFT REPORT**

towards an integrated approach to cultural heritage for Europe  
(2014/2149(INI))

Committee on Culture and Education

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### towards an integrated approach to cultural heritage for Europe (2014/2149(INI))

*The European Parliament,*

- having regard to the Preamble to the Treaty on European Union and in particular Article 3(3), which states that the signatories draw ‘inspiration from the cultural, religious and humanist inheritance of Europe’,
- having regard to Article 167 of the Treaty on the Functioning of the European Union (TFEU),
- having regard to the Charter of Fundamental Rights of the European Union, and in particular Article 22 thereof,
- having regard to the Convention on the Protection and Promotion of the Diversity of Cultural Expressions adopted by UNESCO on 20 October 2005,
- having regard to Regulation No 1295/2013 of the European Parliament and of the Council of 11 December 2013 establishing the Creative Europe Programme (2014 to 2020) and repealing Decisions No 1718/2006/EC, No 1855/2006/EC and No 1041/2009/EC<sup>1</sup>,
- having regard to Regulation No 1303/2013 of the European Parliament and of the Council of 17 December 2013 laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund and laying down general provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund and the European Maritime and Fisheries Fund and repealing Council Regulation No 1083/2006,<sup>2</sup>
- having regard to Regulation No 1301/2013 of the European Parliament and of the Council of 17 December 2013 on the European Regional Development Fund and on specific provisions concerning the Investment for growth and jobs goal and repealing Regulation No 1080/2006,<sup>3</sup>
- having regard to Regulation No 1291/2013 of the European Parliament and of the Council of 11 December 2013 establishing Horizon 2020 - the Framework Programme for Research and Innovation ( 2014-2020) and repealing Decision No 1982/2006/EC,<sup>4</sup>
- having regard to Directive 2014/60 of the European Parliament and of the Council of

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<sup>1</sup> OJ L 347, 20.12.2013, p. 221.

<sup>2</sup> OJ L 347, 20.12.2013, p. 320.

<sup>3</sup> OJ L 347, 20.12.2013, p. 289.

<sup>4</sup> OJ L 347, 20.12.2013, p. 104

- 15 May 2014 on the return of cultural objects unlawfully removed from the territory of a Member State and amending Regulation (EU) No 1024/2012 (Recast),<sup>1</sup>
- having regard to the Council of Europe’s Framework Convention on the Value of Cultural Heritage for Society (Faro Convention) of 13 October 2005,<sup>2</sup>
  - having regard to the Council conclusions of 21 May 2014 on cultural heritage as a strategic resource for a sustainable Europe,<sup>3</sup>
  - having regard to the Council conclusions of 25 November 2014 on participatory governance of cultural heritage and the Work Plan for Culture for the period 2015-2018,<sup>4</sup>
  - having regard to the Commission recommendation 2011/711/EU of 27 October 2011 on the digitisation and online accessibility of cultural material and digital preservation,<sup>5</sup>
  - having regard to the Commission communication of 26 November 2014 entitled ‘An Investment Plan for Europe’ (COM(2014)0903),
  - having regard to the Commission communication of 22 July 2014 entitled ‘Towards an integrated approach to cultural heritage for Europe (COM(2014)0477),
  - having regard to the Committee of the Regions’ opinion of November 2014 on the Commission communication ‘Towards an integrated approach to cultural heritage for Europe’,
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the report of the Committee on Culture and Education and the opinions of the Committee on Transport and Tourism and the Committee on Regional Development (A8-0000/2015),
- A. whereas culture is a shared resource and a common good, and its full potential to support economic development has yet to be recognised;
- B. whereas cultural heritage reaches across several public policies beyond the cultural, such as those related to regional development, social cohesion, agriculture, maritime affairs, environment, tourism, education, the digital agenda, external relations, customs cooperation and research and innovation;
- C. whereas heritage resources are long-term assets which contribute to skills development and create permanent jobs;

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<sup>1</sup> OJ L 159, 28.5.2014, p. 1.

<sup>2</sup> Adopted by the Committee of Ministers of the Council of Europe on 13 October 2005; opened for signature to member states in Faro (Portugal) on 27 October of the same year; entered into force on 1 June 2011.

<sup>3</sup> OJ C 183, 14.6.2014, p. 36.

<sup>4</sup> Not yet published in the Official Journal.

<sup>5</sup> OJ L 283, 29.10.2011, p. 39.

- D. whereas policies for the maintenance, restoration, accessibility and exploitation of cultural heritage are primarily national or local responsibilities, but cultural heritage is nonetheless directly addressed in several EU policies, including those concerning agriculture and research and innovation;
- E. whereas Article 167 TFEU stipulates that Union action shall 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’;
- F. whereas Article 167 TFEU states that Union action shall be aimed at encouraging cooperation between Member States and, if necessary, supporting and supplementing their action in the area of conservation and safeguarding of cultural heritage of European significance;
- G. whereas the Work Plan for Culture adopted by the Council on 25 November 2014 includes heritage as one of the four priorities for EU work on culture from 2015-2018;
- H. whereas the information on funding opportunities through EU programmes in areas related to cultural heritage – such as local and regional development, cultural cooperation, research, education, support to SMEs and tourism – is available but fragmented;
- I. whereas the Venice Charter for the Conservation and Restoration of Monuments and Sites and the Granada Convention for the Protection of the Architectural Heritage of Europe clearly define internationally recognised standards for cultural heritage restoration;<sup>1</sup>
- J. whereas the cultural and touristic value of the Council of Europe’s Cultural Routes in promoting a common European cultural heritage should be strengthened;

### ***Integrated approach***

1. Considers it of paramount importance to use the available resources for supporting, enhancing and promoting cultural heritage on the basis of an integrated and holistic approach, while taking into account the cultural, economic, social, environmental and scientific components;
2. Addresses, in the context of the development of the new integrated approach to cultural heritage, in particular the following recommendations to the Commission:
  - a) in line with the current Commission working methods of working across sectors and in a flexible manner, establish a common approach within the Commission through improved cooperation between the different policy areas dealing with cultural heritage; report back to Parliament on the results of this closer cooperation;
  - b) communicate to potential beneficiaries, in an accessible way, the existing European

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<sup>1</sup> Venice Charter adopted by ICOMOS (International Council of Monuments and Sites) in 1965; Granada Convention adopted by the Council of Europe in 1985.

funding lines for cultural heritage;

c) establish a European Year of Cultural Heritage in the near future, with an adequate budget;

***European funding for cultural heritage***

3. Notes the Union's commitment to preserving and enhancing Europe's cultural heritage through various programmes (Creative Europe, Horizon 2020, Erasmus+, Europe for Citizens), funding (European Structural and Investment Funds), and actions such as the European Capitals of Culture, the European Heritage Days and the European Heritage Label;
4. Asks the Commission to:
  - a) set up a single EU portal dedicated to cultural heritage, bringing together information from all the EU programmes funding cultural heritage and structured into three main sections - funding opportunities for cultural heritage; a database with examples of best practices and excellence from the field of cultural heritage and relevant references; and news and links concerning cultural heritage-related policy developments, actions and events;
  - b) strengthen the newly established principle of multifunding, which allows the complementary use of different European funds within the same large-scale project;
  - c) adapt the project management timing requirements for the Structural Funds in order to better accommodate the specific requirements of conservation and preservation projects;
  - d) reconsider the EUR 5 million benchmark in relation to cultural heritage projects submitted in the framework of the small-scale infrastructure action<sup>1</sup>;
5. Urges the Commission to include in the guidelines governing the next generation of structural funds for cultural heritage a compulsory quality control system, to apply throughout the project's lifecycle;
6. Emphasises the role of the Member States in ensuring both adequate quality control and a qualified workforce on the heritage restoration sites as required by the international charters;
7. Invites the Member States to look into possible fiscal incentives in relation to restoration work, such as VAT reduction;
8. Urges the Member States to exchange best practices in fiscal policies in order to ensure maximum encouragement of private support for culture heritage projects;

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<sup>1</sup> See: Article 3.1(e) of Regulation No 1301/2013 (Regulation (EU) of the European Parliament and of the Council of 17 December 2013 on the European Regional Development Fund and on specific provisions concerning the Investment for growth and jobs goal and repealing Regulation (EC) No 1080/2006).

### ***New governance models***

9. Welcomes the Council's initiative of drafting guidelines for the new participatory governance models for the field of cultural heritage;
10. Asks the Member States to ensure the development of legal tools that allow alternative funding and administration models, such as community involvement, the participation of civil society and public-private partnerships, with a view to implementing actions related to cultural heritage preservation and promotion;
11. Stresses the need for new governance models to include a system of quality control in all alternative forms of funding and administration of cultural heritage sites;

### ***The economic potential of cultural heritage***

12. Notes that cultural heritage can contribute to innovative jobs, products, services and processes and can be a source of creative ideas, nurturing the new economy while having a low impact on the environment;
13. Recognises that cultural heritage plays a vital role in several of the Europe 2020 flagships initiatives, such as the Digital Agenda, the Innovation Union and the Agenda for New Skills and Jobs;
14. Notes that the field of cultural heritage has the capacity to create high-skilled jobs;
15. Encourages Member States to work together with regional and local authorities in order to maximise the value of cultural heritage in our society and its contribution to jobs and growth in the EU;
16. Affirms the urgent need to give cultural heritage its clear place in the Commission's Investment Plan for Europe;
17. Draws attention to the need to improve the methodological framework in order to have better statistics related to the field of cultural heritage;
18. Recognises the urgent need to address youth unemployment, and stresses that cultural heritage is an area with potential for new jobs, where the bridge between education and working life can be ensured, for example through the development of quality apprenticeships and traineeships;
19. Invites the Member States to strategically plan cultural heritage-related projects that can lead to overall regional development, the creation of new jobs and the preservation of traditional skills related to cultural heritage restoration;
20. Draws attention to the need to promote mobility opportunities for those working in the cultural heritage sector;

### ***Opportunities and challenges***

21. Highlights the potential of the digitisation of cultural heritage, both as a tool for

preserving our past and as generating research opportunities, job creation and economic development;

22. Reaffirms the important contribution of cultural heritage to the cultural and creative industries;
23. Draws attention to the threats raised by climate change, affecting an important number of sites within the European Union;
24. Emphasises the role that cultural heritage plays in the Union's external relations through policy dialogue and cooperation with third countries;
25. Instructs its President to forward this resolution to the Council, the Commission, and the governments and parliaments of the Member States.



## EXPLANATORY STATEMENT

There is no single definition of the term ‘cultural heritage’ but a variety of formal definitions which all need to be understood in the context for which they were prepared. For the purpose of this report, the term ‘cultural heritage’ refers to tangible cultural heritage (movable, immovable and underwater), intangible cultural heritage (oral traditions, performing arts, rituals) and digital cultural heritage.

On one hand, this report was built on the latest policy documents issued in relation to the theme of cultural heritage<sup>1</sup> and resumes the key points of the public debate around this topic. On the other, the report took into consideration the conclusions of the public hearing ‘*An integrated approach to cultural heritage in Europe: State of play and perspectives*’ organised by the CULT Committee on the 2nd of December 2014. It also collected contributions from the sector and stakeholders in order to identify the main challenges in this area and put forward concrete proposals to resolve them.

### **A. An integrated approach to cultural heritage translated into practice**

Both the European Commission’s Communication and the conclusions of the last two Council Presidencies indicate the need to have an integrated approach towards the domain of cultural heritage. However, there are still some practical steps that need to be taken in order for this policy recommendation to be implemented.

At the level of the European Institutions, it has to be noted that matters related to cultural heritage fall under the responsibility of several DGs within the European Commission. Their work is therefore complementary and, consequently, it is imperative that they enhance the cooperation among themselves in this area and that they coordinate their activities involving or affecting cultural heritage.

Moreover, European funding for cultural heritage is available under several EU programmes. To name a few: Creative Europe, Horizon 2020, the European Regional Development Fund, the European Agricultural Fund for Rural Development etc. All the information related to these funding opportunities is publicly available but it is scattered over countless websites, presented in a very technocratic manner and translated only in some of the official languages of the EU. It is therefore important to better communicate this information towards potential beneficiaries. This report therefore calls for the setting up of a single EU portal dedicated to cultural heritage, collecting information from all the EU programmes funding cultural heritage and structured into three main sections: funding opportunities for cultural heritage, a database with examples of best practices and excellence from the field of cultural heritage and relevant references, news and links about cultural heritage-related policy developments, actions and events.

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<sup>1</sup> The Commission communication of 22 July 2014 “*Towards an integrated approach to cultural heritage for Europe*” COM (2014) 477 final, the Council conclusions of 21 May 2014 on *cultural heritage as a strategic resource for a sustainable Europe*, the Council conclusions of 12 November 2014 on *participatory governance of cultural heritage* and the Committee of the Regions’ opinion on *Towards an integrated approach to cultural heritage for Europe*, November 2014.

A European year dedicated to Cultural Heritage could perfectly embody this renewed EU engagement towards cultural heritage. If properly planned, such an initiative could boost the cultural heritage field and show its impressive potential. In order for such an initiative to make a difference, the European Year for Cultural Heritage would need to have an appropriate budget and the activities organised therein to be further multiplied in the Member States.

## **B. Transform the challenges faced by the sector into new opportunities**

During the consultation phase for this report a series of specific problems were raised by established stakeholders, heritage professionals and other experts from the field of cultural heritage. Consequently, the report aims to propose a number of possible solutions to the main barriers presently preventing the domain of cultural heritage from reaching its full potential.

As always, a lot of problems are related to funding and, most specifically, to the structural funds allocated for regional development projects which include cultural heritage sites. In some of these cases, not enough attention was paid to the quality of restoration works and this led to a loss of the cultural value of the heritage site. Therefore, a lot more emphasis must be put on the quality of the restoration project, on the need to have a qualified workforce employed for such projects and an overall quality control mechanism in order to prevent irremediable losses. These should be in line with internationally recognised standards for restoration works, as presented in the Venice Charter and in the Granada Convention for the Protection of the Architectural Heritage of Europe. The report also urges the Commission to reconsider the EUR 5 million ceiling set for ‘small-scale cultural [...] infrastructure’ projects, on the basis of requests received from Member States and considering the expected costs incurred by a properly conducted restoration project.

Another key demand of the present report is the development of legal tools for alternative governance models. It is now acknowledged that we need to better involve local communities, civil society and the private sector in both the preservation and promotion activities related to cultural heritage. There are already a lot of examples across the EU of highly effective community engagement initiatives or public-private ventures but not all Member States have legal provisions to cover such alternative models. The report therefore supports the idea of further exploring participatory governance, provided that a quality control mechanism is implemented at all levels and that legal tools are ensured by Member States.

Specific attention should also be given to the issue of digitisation of cultural heritage. Even if digitisation is merely a tool, it helps in preserving our past and it encloses many opportunities for research, job creation and economic development.

The report also puts forward specific recommendations in term of training, skills and mobility of cultural heritage professionals and access to the cultural job market for young heritage professionals.

## **C. The economic potential of cultural heritage**

The terms ‘culture’ and ‘economy’ might appear to belong to two completely different mind-

sets but, in fact, the field of cultural heritage has huge economic potential.

However, it seems that this is not a priority in terms of European public policy, given the fact that neither the Europe 2020 strategy nor the recent Juncker Investment Plan for Europe clearly mention culture, let alone cultural heritage. It is high time that we placed culture higher on the political agenda and assessed its true value in terms of economic growth and jobs. On top of political we need to have properly conducted statistics that can cover the wide spectrum of skills and jobs related to culture in general and cultural heritage in particular. That is not the case for the moment, since the traditional data-collecting systems only take into account a part of the related skills and jobs. For this reason the report asks for a wider framework to be applied to culture-related statistics.

#### **D. Cultural heritage in other policy areas**

There are several policy areas that include aspects related to cultural heritage and we need to take this into consideration in order to develop a truly integrated approach.

For instance, cultural heritage provides a great environment for scientific research in the field of restoration and preservation and could potentially work as an ‘innovation incubator’ while taking advantage of the existing funding opportunities in the field.

Cultural heritage sites can also serve as the ‘engine’ for regional development and tourism. There are countless examples of such cases across Europe and the rapporteur encourages Member States who do not ‘exploit’ their heritage sites to the full of their potential to do so, responsibly, in view of boosting the local economy and increasing the overall attractiveness of the region.

Furthermore, culture needs to play a bigger role in the EU’s external relations. Culture is one of the biggest assets that we have in Europe and there is still room for improvement in current policy and programmes.

#### **Conclusion**

Cultural heritage is the silent witness to our centuries’ long history, creativity and struggles. It is one of the pillars of European culture and our common legacy for the future generations. Therefore, any public policy in the field of cultural heritage should take into account two perspectives: that cultural heritage can be a significant source of jobs and revenues, which are crucial points to be considered in the present economic context, and that the main value of cultural heritage remains its cultural value. An ideal integrated strategy for cultural heritage should take into account both sides of this same coin and combine the need for immediate growth and jobs with the understanding that cultural heritage is a long-term resource that needs a sustainable development plan.